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ABSTRACT

The Bills seek to lessen the administrative burden upon the States through reduction of the number of State plans, which must be submitted and approved annually, from five to one and to afford the States greater discretion in allocating funds to meet specific State needs by combining, within a single authorization, the programs formerly authorized by titles I, II, III and IV of the Library Services and Construction Act. Provision is to be made for special programs to meet the needs of disadvantaged persons, in both urban and rural areas, for library services and for strengthening the capacity of State library administrative agencies for meeting the needs of all the people of the States and in promoting interlibrary cooperation. The administration of public libraries, the selection of personnel and library books and materials shall be reserved to the States and their local subdivisions. (AB)

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LIBRARY SERVICES AND CONSTRUCTION AMENDMENTS OF 1970

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HEARING

BEFORE THE

SELECT SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-FIRST CONGRESS

SECOND SESSION

ON

H.R. 16365 AND S. 3318

BILLS TO EXTEND, CONSOLIDATE, AND IMPROVE PROGRAMS UNDER THE LIBRARY SERVICES AND CONSTRUCTION ACT

HEARING HELD IN WASHINGTON, D.C., SEPTEMBER 10, 1970

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

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LIBRARY RESOURCE AND CONSTRUCTION
AMENDMENTS OF 1970

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LIBRARY SERVICES AND CONSTRUCTION AMENDMENTS OF 1970

THURSDAY, SEPTEMBER 10, 1970

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON EDUCATION,
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. John Brademas (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Brademas, Daniels, Meeds, Steiger and Hansen.

Staff members present: Jack G. Duncan, counsel; Ronald L. Katz, assistant staff director; Arlene Horowitz, staff assistant, Toni Immerman, clerk, and Marty LaVor, minority legislative coordinator.

(Texts of H.R. 16365 and S. 3318 follow:)

91ST CONGRESS
2D SESSION

H. R. 16365

IN THE HOUSE OF REPRESENTATIVES

MARCH 10, 1970

Mr. AYRES (for himself, Mr. QUIE, Mr. REID of New York, Mr. ERLENBORN, Mr. DELLENBACK, Mr. ESCH, and Mr. COLLINS) introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To extend, consolidate, and improve programs under the Library Services and Construction Act.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Library Services and Construction Amendments of 1970".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act, in order to improve the administration and implementation of programs under the Library Services and Construction Act, to lessen the administrative burden upon the States through reduction of the number of State plans under such Act from five to one and to afford the States greater discretion in allocating funds

under such Act to meet specific State needs by combining within a single authorization the programs formerly authorized by titles I, II, III, and IV of such Act. It is the further purpose of this Act to offer greater encouragement to the States to extend library services to areas with high concentrations of low-income families and without adequate library services.

CONSOLIDATION OF TITLES I, II, III, AND IV OF LIBRARY SERVICES AND CONSTRUCTION ACT

SEC. 3. The Library Services and Construction Act is amended by striking out everything after section 2 thereof and inserting in lieu thereof the following:

"TITLE I—FINANCIAL ASSISTANCE TO STATES FOR LIBRARY SERVICES AND CONSTRUCTION

"APPROPRIATIONS AUTHORIZED

"SEC. 101. (a) The Commissioner of Education (hereinafter in this Act referred to as the 'Commissioner') shall carry out a program for making grants to the States for the uses and purposes set forth in section 103 of this title.

"(b) For the purpose of making such grants, there are authorized to be appropriated such sums as may be necessary for the fiscal year ending June 30, 1972, and for each of the four succeeding fiscal years.

"ALLOTMENTS TO STATES

"SEC. 102. (a) (1) From the sums appropriated pursuant to section 101 (b) for carrying out this title for any

fiscal year, the Commissioner shall reserve such amount, but not in excess of 1 per centum of such sums, as he may determine and shall allot such amount among Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for assistance under this Act, as determined by the Commissioner.

"(2) The remainder of such sums shall be allotted by the Commissioner by allotting to each State $200,000 plus an amount which bears the same ratio to the balance of such remainder as the population of the State bears to the population of all of the States.

"(3) For the purposes of this subsection the term 'State' does not include Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

"(b) The amount of any State's allotment under subsection (a) for any fiscal year which the Commissioner determines will not be required for such fiscal year shall be available for reallotment from time to time, on such dates during such year as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (a) for that year but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum the Commissioner estimates such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallotted among

the States whose proportionate amounts were not so reduced. Any amounts reallotted to a State under this subsection during a fiscal year shall be deemed part of its allotment under subsection (a) for such year.

"(c) A State's allotment under this section for any fiscal year shall be available for payments with respect to programs or projects approved under its State plan, and activities described in section 103 (c), during such fiscal year and, in the case of projects for construction, the succeeding fiscal year.

"USES OF FEDERAL FUNDS

"SEC. 103. (a) Payments under this title may be used, in accordance with State plans approved under section 104, for programs or projects for any of the following purposes:

"(1) extension of public library services to areas without such services or to areas with inadequate services;

"(2) construction of public library facilities to serve areas without library facilities necessary to provide public library services or areas with library facilities which are seriously inadequate for the provision of such services, except that priority shall be given to projects in areas without such facilities;

"(3) establishment and maintenance of programs of interlibrary cooperation (including local, regional, State, or interstate cooperative networks of libraries and

other programs for the systematic and effective coordination of the resources of school, public, academic, and sspecial libraries and special information centers for improved services of a supplementary nature to the special clientele served by each type of library or center);

"(4) establishment or improvement of State institutional library services;

"(5) establishment or improvement of library services to the physically handicapped; and

"(6) comprehensive planning for any of the foregoing.

"(b) For the purposes of this title—

"(1) the term 'public library services' means library services furnished by a public library free of charge;

"(2) the term 'State institutional library services' means the providing of books and other library materials, and of library services, to (A) inmates, patients, or residents of penal institutions, reformatories, residential training schools, orphanages, or general or special institutions or hospitals operated or substantially supported by the State, and (B) students in residential schools for the physically handicapped (including mentally retarded, hard of hearing, deaf, speech impaired, visually

handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who by reason thereof require special education) operated or substantially supported by the State; and

"(3) the term 'library services to the physically handicapped' means the providing of library services, through public or other nonprofit libraries, agencies, or organizations, to physically handicapped persons (including the blind and other visually handicapped) certified by competent authority as unable to read or to use conventional printed materials as a result of physical limitations.

"(c) In addition to the uses specified in subsection (a), funds appropriated for carrying out this title and allotted to any State may be used for—

"(1) proper and efficient administration of the State plan (including development and updating of the State's long-range program);

"(2) evaluation of plans, programs, and projects to carry out the purposes of this title and dissemination of the results thereof;

"(3) technical, professional, and clerical assistance and the services of experts and consultants to assist a State advisory council in carrying out its responsibilities, but only if such council is appointed by the Gov-

ernor and is broadly representative of professional library interests and library users (including disadvantaged persons) within the State and has responsibility and authority for advising on policy matters arising on the preparation of the State's plan and long-range program under this title and on the administration of such plan.

"STATE PLANS AND LONG-RANGE PROGRAMS

"SEC. 104. (a) Any State which desires to receive grants under this title for any fiscal year shall submit, in accordance with regulations of the Commissioner, a State plan for such year for carrying out the purposes of this title, in such form and in such detail as the Commissioner deems necessary. Such State plan shall—

"(1) subject to section 204 of the Intergovernmental Cooperation Act, provide for administration or supervision of administration of the plan by the State library administrative agency;

"(2) (A) set forth criteria for determining the order of approval of applications in the State for assistance under the State plan, including criteria designed to assure that in the approval of applications for programs or projects for the extension and improvement of public library services (including construction) priority will be given to programs or projects which serve areas with high concentrations of low-income families, and (B)

provide that applications for assistance within the State shall be approved in order of the priority so determined; and

"(3) provide satisfactory assurance—

"(A) that an opportunity to participate in programs to carry out the purposes described in paragraphs (3), (4), and (5) of section 103(a) will be afforded to all appropriate local, State, or other public or nonprofit private agencies or organizations in the State;

"(B) that such fiscal control and fund accounting procedures have been adopted as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State (including any such funds paid by the State to any other agency) under the title;

"(C) that procedures have been adopted (i) for the periodic evaluation of the effectiveness of programs and projects supported under the State plan, and (ii) for appropriate dissemination of the results of such evaluations and other information pertaining to such programs or projects;

"(D) that effective procedures have been adopted for the coordination of programs and projects supported under the State plan with library pro-

grams and projects operated by institutions of higher education or local elementary or secondary schools and with other public or private library service programs;

"(E) that the State agency administering the plan (i) will make such reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this title and to determine the extent to which funds provided under this title have been effective in carrying out its purposes including reports of evaluations made under the State plan under this title and to determine the extent to and (ii) will keep such records and afford such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports; and

"(F) that final action with respect to the approval or disapproval of any application (or amendment thereof) shall not be taken without first (1) affording the agency or agencies submitting such application reasonable notice and opportunity for a hearing and (2) affording interested persons an opportunity to present their views.

"(b) (1) The Commissioner shall not approve any

State plan pursuant to this section for any fiscal year unless—

"(A) the plan fulfills the conditions specified in subsection (a) of this section; and

"(B) the plan has, prior to its submission, been made public by the State agency to administer it and a reasonable opportunity has been given by that agency for comment thereon by interested persons.

"(2) The State plan shall be made public as finally approved.

"(3) The Commissioner shall not finally disapprove any plan submitted under subsection (a), or any modification thereof, without first affording the State reasonable notice and opportunity for hearing.

"(c) To be eligible for assistance under this title for a fiscal year, a State shall also develop and adopt, in consultation with the Office of Education, a long-range program for carrying out the purposes of this title. Such program (1) shall cover a period, beginning with the year for which such assistance is provided, of not less than three nor more than five years and (2) shall be annually updated. Prior to its final adoption, such program shall be made public and a reasonable opportunity shall be afforded for comment thereon by interested persons. Such program shall be made public as finally adopted.

"WITHHOLDING

"SEC. 105. Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under section 104, finds—

"(a) that the State plan has been so changed that it no longer complies with the provisions of this title concerning the approval of the plan, or

"(b) that in the administration of the plan there is a failure to comply substantially with any such provisions or with any assurance or other provision contained in such plan,

then, until he is satisfied that there is no longer any such failure to comply, after appropriate notice to such State agency, he shall make no further payments to the State under this title or shall limit payments to programs or projects under, or parts of, the State plan not affected by the failure, or shall require that payments by such State agency under this title shall be limited to local or other public library agencies not affected by the failure.

"JUDICIAL REVIEW

"SEC. 106. (a) If any State is dissatisfied with the Commissioner's final action with respect to the approval of a plan submitted under section 104 (a) or with his final action under section 105 such State may, within sixty days after notice

of such action, file with the United States Court of Appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action as provided in section 2112 of title 28, United States Code.

"(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon take new or modified findings of fact and may modify his previous action, and shall certify to the court the record of further proceedings.

"(c) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

"PAYMENTS TO STATES

"SEC. 107. (a) (1) From each State's allotment under section 102 for any fiscal year the Commissioner shall pay to that State, if it has in effect a State plan approved pursuant to section 104 (b) for that fiscal year and has adopted a long-

range program in accordance with section 104(c), an amount equal to the Federal share of the amount expended by the State and its political subdivisions during such fiscal year for the uses referred to in section 103 in accordance with its State plan, except that with respect to the uses set forth in section 103(c), the amount paid by the Commissioner shall not exceed the Federal share of the amount expended by the State (without regard to amounts expended by its political subdivisions).

"(2) Notwithstanding any other provision of this section, no payments shall be made to any State (other than the Trust Territory of the Pacific Islands) from its allotment for any fiscal year unless the Commissioner finds that—

"(A) there will be available for expenditure under the plan from State or local sources during the fiscal year for which the allotment is made (i) sums sufficient to enable the State to receive under this section payments in an amount not less than $200,000 in the case of any State (other than the Virgin Islands, American Samoa, Guam, and the Trust Territory of the Pacific Islands), and (ii) not less than the total amount actually expended, in the areas covered by the plan for such year, for public library services from such sources in the second preceding fiscal year,

"(B) there will be available for expenditure for

public library services and for State institutional library services from State sources during the fiscal year for which the allotment is made not less than the total amount actually expended for such services from such sources in the second preceding fiscal year, and

"(C) there will be available for expenditures for library services to the physically handicapped from sources other than Federal sources during the fiscal year for which the allotment is made not less than the total amount actually expended for such services from such sources in the second preceding fiscal year.

"(3) Payments under this title may be made in installments, and in advance or by way of reimbursement, with necessary adjustments on account of overpayments and underpayments.

"(b) For the purposes of this section, the 'Federal share' for any State shall be 100 per centum less the State percentage, and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), except that (1) the Federal share shall in no case be more than 66 per centum or less than 33 per centum, and (2) the Federal share for Puerto Rico, Guam,

American Samoa, and the Virgin Islands shall be 66 per centum, and the Federal share for the Trust Territory of the Pacific Islands shall be 100 per centum.

"(c) The 'Federal share' for each State shall be promulgated by the Commissioner between July 1 and September 30 of each even numbered year, on the basis of the average of the per capita incomes of each of the States and of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), for the three most recent consecutive years for which satisfactory data are available from the Department of Commerce; except, that the Commissioner shall promulgate such percentages as soon as possible after enactment of the Library Services and Construction Amendments of 1970. Such promulgation shall be conclusive for each of the two fiscal years in the period beginning July 1 next succeeding such promulgation.

"TITLE II—GENERAL PROVISIONS

"EVALUATION

"SEC. 201. Such portion as the Secretary may determine, but not more than 1 per centum, of appropriations under this Act for any fiscal year shall be available to him for evaluation (directly or by grants or contracts) of the programs authorized by this Act, and, in the case of allotments

from such appropriations, the amount available for allotment shall be reduced accordingly.

"RECOVERY OF PAYMENTS

"SEC. 202. If within twenty years after completion of any construction for which Federal funds have been paid under this Act—

"(a) the owner of the facility shall cease to be a State or local library service agency, or

"(b) the facility shall cease to be used for the library and related purposes for which it was constructed, unless the Commissioner determines in accordance with regulations that there is good cause for releasing the applicant or other owner from the obligation to do so, the United States shall be entitled to recover from the applicant or other owner of the facility an amount which bears to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of Federal funds bore to the cost of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated.

"LABOR STANDARDS

"SEC. 203. All laborers and mechanics employed by contractors or subcontractors on construction projects as-

sisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5). In the case of any public library, the Commissioner may waive the application of this section in cases or classes of cases where laborers or mechanics, not otherwise employed at any time in the construction of the project, voluntarily donate their services for the purpose of lowering the costs of construction and the Commissioner determines that any amounts saved thereby are fully credited to the agency undertaking the construction. The Secretary of Labor shall have with respect to the labor standards specified in this section the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

"DEFINITIONS

"SEC. 204. For the purposes of this Act—

"(a) The term 'State' means a State, the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands.

"(b) The term 'State library administrative agency' means the official State agency charged by State law with the extension and development of public library services throughout the State.

"(c) The term 'public library' means a library that serves free of charge all residents of a community, district, or region, and receives its financial support in whole or in part from public funds.

"(d) The term 'construction' means (1) erection of new or expansion of existing structures, and the acquisition and installation of equipment therefor; or (2) acquisition of existing structures not owned by any agency or institution making application for assistance under this Act; or (3) remodeling or alteration (including the acquisition, installation, modernization, or replacement of equipment) of existing structures; or (4) a combination of any two or more of the foregoing.

"(e) The term 'equipment' includes machinery, utilities, and built-in equipment and any necessary enclosures or structures to house them, and includes all other items necessary for the functioning of a particular facility as a facility for the provision of library services.

"(f) The term 'Secretary' means the Secretary of Health, Education, and Welfare."

EFFECTIVE DATE AND TRANSITIONAL PROVISIONS FOR CONSOLIDATED PROGRAMS

SEC. 4. (a) The amendments made by this Act shall be effective on July 1, 1971.

(b) During the fiscal year ending June 30, 1971, funds allotted to any State by the Commissioner of Education for such year under the Library Services and Construction Act, as in effect prior to enactment of this Act, for any of the programs referred to in section 103 of such Act (as amended by this Act) and available for expenses of administration (including expenses of advisory councils) of such programs, may, with the approval of the Commissioner, be used by the State for necessary expenses during such year for the preparation of a State plan, to be submitted to the Commissioner under section 104 of that Act (as so amended) for the fiscal year ending June 30, 1972, and for the development of a long-range program, in accordance with section 104(c) (as so amended) and for the establishment of a State advisory council in accordance with section 103(c) and its expenses in advising on the preparation of the State plan.

91ST CONGRESS
2D SESSION

S. 3318

IN THE SENATE OF THE UNITED STATES

JANUARY 21 (legislative day, JANUARY 19), 1970

Mr. PELL introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To amend the Library Services and Construction Act, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, ~~That this Act may be cited as the "Library Services and Construction Amendments of 1970".~~

~~EXTENSION OF AUTHORIZATIONS OF APPROPRIATIONS FOR PROGRAMS AUTHORIZED BY THE LIBRARY SERVICES AND CONSTRUCTION ACT~~

~~SEC. 2. Sections 101, 201, 301, 401, and 411 of the Library Services and Construction Act (20 U.S.C. 351-358) are each amended by striking out "the fiscal year ending June 30, 1971" and inserting in lieu thereof "each of~~

~~the succeeding fiscal years ending prior to July 1, 1975".~~

That this Act may be cited as the "Library Services and Construction Amendments of 1970".

PURPOSE; AMENDMENT TO THE LIBRARY SERVICES AND CONSTRUCTION ACT

SEC. 2. (a) It is the purpose of this Act to improve the administration, implementation, and purposes of the programs authorized by the Library Services and Construction Act, by lessening the administrative burden upon the States through a reduction in the number of State plans which must be submitted and approved annually under such Act and to afford the States greater discretion in the allocation of funds under such Act to meet specific State needs and, by providing for special programs to meet the needs of disadvantaged persons, in both urban and rural areas, for library services and for strengthening the capacity of State library administrative agencies for meeting the needs of all the people of the States.

(b) The Library Services and Construction Act (20 U.S.C. 351, et seq.), is amended by striking out all that follows the first section and inserting in lieu thereof the following:

"DECLARATION OF POLICY

"SEC. 2. (a) It is the purpose of this Act to assist the States in the extension and improvement of public library services in areas of the States which are without such services or in which such services are inadequate, and with

public library construction, and in the improvement of such other State library services as library services for physically handicapped, institutionalized, and disadvantaged persons, in strengthening State library administrative agencies, and in promoting interlibrary cooperation.

"(b) Nothing in this Act shall be construed to interfere with State and local initiative and responsibility in the conduct of public library services. The administration of public libraries, the selection of personnel and library books and materials, and, insofar as consistent with the purposes of this Act, the determination of the best uses of the funds provided under this Act shall be reserved to the States and their local subdivisions.

"DEFINITIONS

"SEC. 3. *The following definitions shall apply to this Act:*

"(1) 'Commissioner' means the Commissioner of Education.

"(2) 'Construction' includes construction of new buildings and acquisition, expansion, remodeling, and alteration of existing buildings, and initial equipment of any such buildings, or any combination of such activities (including architects' fees and the cost of acquisition of land). For the purposes of this paragraph, the term 'equipment' includes machinery, utilities, and built-in equipment and any necessary

enclosures or structures to house them; and such term includes all other items necessary for the functioning of a particular facility as a facility for the provision of library services.

"(3) 'Library service' means the performance of all activities of a library relating to the collection and organization of library material and to making the materials and information of a library available to a clientele.

"(4) 'Library services for the physically handicapped' means the providing of library services, through public or other nonprofit libraries, agencies, or organizations, to physically handicapped persons (including the blind and other visually handicapped) certified by competent authority as unable to read or to use conventional printed materials as a result of physical limitations.

"(5) 'Public library' means a library that serves free of charge all residents of a community, district, or region, and receives its financial support in whole or in part from public funds.

"(6) 'Public library services' means library services furnished by a public library free of charge.

"(7) 'State' means a State, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands.

"(8) 'State Advisory Council on Libraries' means an

advisory council for the purposes of clause (3) of section 6(a) of this Act which shall—

"(A) be broadly representative of the public, school, academic, special, and institutional libraries, and libraries serving the handicapped, in the State and of persons using such libraries, including disadvantaged persons, within the State;

"(B) advise the State library administrative agency on the development of, and policy matters arising in the administration of, the State plan;

"(C) assist the State library administrative agency in the evaluation of activities assisted under this Act; and

"(D) submit, through the State library administrative agency, to the Commissioner a report of its activities and recommendations as may be appropriate at such time, in such manner, and containing such information as the Commissioner shall prescribe by regulation.

"(9) 'State institutional library services' means the providing of books and other library materials, and of library services, to (A) inmates, patients, or residents of penal institutions, reformatories, residential training schools, orphanages, or general or special institutions or hospitals operated or substantially supported by the State, and (B) students in residential schools for the physically handicapped (including mentally retarded, hard of hearing, deaf, speech impaired,

visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who by reason thereof require special education) operated or substantially supported by the State.

"(10) 'State library administrative agency' means the official agency of a State charged by law of that State with the extension and development of public library services throughout the State, which has adequate authority under law of the State to administer State plans in accordance with the provisions of this Act.

"AUTHORIZATIONS OF APPROPRIATIONS

"SEC. 4. (a) For the purpose of carrying out the provisions of this Act the following sums are authorized to be appropriated:

"(1) For the purpose of making grants to States for library services as provided in title I, there are authorized to be appropriated $112,000,000 for the fiscal year ending June 30, 1972, $117,600,000 for the fiscal year ending June 30, 1973, $123,500,000 for the fiscal year ending June 30, 1974, $129,675,000 for the fiscal year ending June 30, 1975, and $137,150,000 for the fiscal year ending June 30, 1976.

"(2) For the purpose of making grants to States for public library construction, as provided in title II, there are hereby authorized to be appropriated $80,000,000 for the fiscal year ending June 30, 1972, $84,000,000

for the fiscal year ending June 30, 1973, $88,000,000 for the fiscal year ending June 30, 1974, $92,500,000 for the fiscal year ending June 30, 1975, and $97,000,000 for the fiscal year ending June 30, 1976.

"(3) For the purpose of making grants to States to enable them to carry out interlibrary cooperation programs authorized by title III, there are hereby authorized to be appropriated $15,000,000 for the fiscal year ending June 30, 1972, $15,750,000 for the fiscal year ending June 30, 1973, $16,500,000 for the fiscal year ending June 30, 1974, $17,300,000 for the fiscal year ending June 30, 1975, and $18,200,000 for the fiscal year ending June 30, 1976.

"(b) Notwithstanding any other provision of law, unless enacted in express limitation of the provisions of this subsection, any sums appropriated pursuant to subsection (a) shall (1), in the case of sums appropriated pursuant to paragraphs (1) and (3) thereof, be available for obligation and expenditure for the period of time specified in the Act making such appropriation, and (2), in the case of sums appropriated pursuant to paragraph (2) thereof, subject to regulations of the Commissioner promulgated in carrying out the provisions of section 5(b), be available for obligation and expenditure until expended.

"ALLOTMENTS TO STATES

"SEC. 5. (a)(1) From the sums appropriated pursuant to paragraph (1), (2), or (3) of section 4(a) for any fiscal year, the Commissioner shall allot a minimum allotment to each State. Any sums remaining after minimum allotments have been made shall be allotted in the manner set forth in paragraph (2) of this subsection.

"(2) The Commissioner shall allot the remainder of any sums appropriated pursuant to paragraph (1), (2), or (3) of section 4(a) to each State such part of such remainder as the population of the State bears to the population of all the States.

"(3) For the purposes of this subsection, the 'minimum allotment' shall be—

"(A) with respect to appropriations for the purposes of title I, $165,000 for each State, except that it shall be $40,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

"(B) with respect to appropriations for the purposes of title II, $80,000 for each State, except that it shall be $20,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands; and

"(C) with respect to appropriations for the pur-

poses of title III, $40,000 for each State, except that it shall be $10,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

If the sums appropriated pursuant to paragraph (1), (2), or (3) of section 4(a) for any fiscal year are insufficient to fully satisfy the aggregate of the minimum allotments for that purpose, each of such minimum allotments shall be reduced ratably.

"(4) The population of each State and in all of the States shall be determined by the Commissioner on the basis of the most recent satisfactory data available to him.

"(b) The amount of any States allotment under subsection (a) for any fiscal year from any appropriation made pursuant to paragraph (1), (2), or (3) of section 4(a) which the Commissioner deems will not be required for the period and the purpose for which such allotment is available for carrying out the State plan as approved and the appropriate supplement thereto, shall be available for reallocation and reallotment from time to time on such dates during such year as the Commissioner shall fix. Such amount shall first be available for reallocation to that State for other purposes authorized under this Act and then shall be available for reallotment to other States in proportion to the original

allotments for such year to such States under subsection (a) but with such proportionate amount for any of such other State being reduced to the extent that it exceeds the amount which the Commissioner estimates the State needs and will be able to use for such period of time for which the original allotments were made and the total of such reductions shall be similarly reallotted among the States not suffering such a reduction. Any amount reallotted to a State under this subsection for any fiscal year shall be deemed to be a part of its allotment for such year to subsection (a). The Commissioner shall fix at least one date for determinations under the first sentence of this subsection during each fiscal year.

"STATE PLANS

"SEC. 6. (a) *Any State desiring to receive its allotment for any purpose under this Act for any fiscal year shall (1) have in effect for such fiscal year a basic State plan meeting the requirements set forth in subsection (b), (2) submit an annual program plan for the purposes for which allotments are desired, meeting the appropriate requirements set forth in titles I, II, and III, which plan shall include (no later than July 1, 1972) a long-range program plan for carrying out the purposes of this Act as specified in subsection (d), and (3) if it so elects, establish a State Advisory Council on Libraries which meets the requirements of section 3(8).*

"*(b) A basic State plan under this Act shall—*

"(1) provide for the administration, or supervision of the administration, of the programs authorized by this Act by the State library administrative agency;

"(2) provide that any funds paid to the State in accordance with an approved long-range program and an annual program plan shall be expended solely for the the purposes for which funds have been authorized and appropriated and that such fiscal control and fund accounting procedures have been adopted as may be necessary to assure proper disbursement of, and account for, Federal funds paid to the State (including any such funds paid by the State to any other agency) under this Act;

"(3) provide satisfactory assurance that the State agency administering the plan (A) will make such reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this Act and to determine the extent to which funds provided under this Act have been effective in carrying out its purposes, including reports of evaluations made under the State plans, and (B) will keep such records and afford such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports; and

"(4) set forth policies and procedures of accepting,

reviewing, and approving applications for assistance under this Act, which policies and procedures shall insure that final action with respect to the approval or disapproval of any application (or amendment thereof) shall not be taken without first (A) affording the agency or agencies submitting such application reasonable notice and opportunity for a hearing, and (B) affording interested persons an opportunity to present their views.

"(c)(1) The Commissioner shall not approve any basic or annual program plan pursuant to this Act for any fiscal year unless—

"(A) the plan fulfills the conditions specified in subsections (b) and (d) of this section and the appropriate title of this Act;

"(B) the plan has, prior to its submission, been made public by the State agency to administer it and a reasonable opportunity has been given by that agency for comment thereon by interested persons;

"(C) he has made specific findings as to the compliance of such plan with requirements of this Act and he is satisfied that adequate procedures are set forth therein to insure that any assurances and provisions of such plan will be carried out.

"(2) The State plan shall be made public as finally approved.

"(3) The Commissioner shall not finally disapprove any plan submitted pursuant to subsection (a), or any modification thereof, without first affording the State reasonable notice and opportunity for hearing.

"(d) The long-range program plan of any State for carrying out the purposes of this Act shall be developed in consultation with the Commissioner and shall—

"(1) set forth a program under which the funds received by the State under the programs authorized by this Act will be used to carry out a long-range plan of library services and construction covering a period of not less than three nor more than five years, and

"(2) be annually reviewed and revised in accordance with changing needs for assistance under this Act and the results of the evaluation and surveys of the State library administrative agency;

"(3) set forth policies and procedures (A) for the periodic evaluation of the effectiveness of programs and projects supported under this Act, and (B) for appropriate dissemination of the results of such evaluations and other information pertaining to such programs or projects;

"(4) set forth effective policies and procedures for the coordination of programs and projects supported

under the State plan with library programs and projects operated by institutions of higher education or local elementary or secondary schools and with other public or private library services programs; and

"(5) set forth the criteria to be used in determining the adequacy of public library services in geographical areas and for groups of persons in the State, including criteria designed to assure that priority will be given to programs or projects which serve urban and rural areas with high concentrations of low-income families.

Prior to its adoption, such program plan shall be made public and a reasonable opportunity shall be afforded for comment thereon by interested persons. Such program plan shall be made public as it is finally adopted.

"(e) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under this Act, finds—

"(1) that the State plan has been so changed that it no longer complies with the provisions of this Act, concerning the approval of the plan, or

"(2) that in the administration of the plan there is a failure to comply substantially with any such provisions or with any assurance or other provision contained in such plan,

then, until he is satisfied that there is no longer any such

failure to comply, after appropriate notice to such State agency, he shall make no further payments to the State under this title or shall limit payments to programs or projects under, or parts of, the State plan not affected by the failure, or shall require that payments by such State agency under this title shall be limited to local or other public library agencies not affected by the failure.

"(f)(1) If any State is dissatisfied with the Commissioner's final action with respect to the approval of a plan submitted under this Act or with his final action under subsection (e) such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action as provided in section 2112 of title 28; United States Code.

"(2) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon take new or modified findings of fact and may modify his previous action, and shall certify to the court the record of further proceedings.

"(3) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

"PAYMENTS TO STATES

"SEC. 7. (a) From the allotments available therefor under section 5 from appropriations pursuant to paragraph (1), (2), or (3) of section 4(a), the Commissioner shall pay to each State which has the appropriate State plans approved under section 6 and title I, II, or III an amount equal to the Federal share of the total sums expended by the State and its political subdivisions in carrying out such plan, except that no payments shall be made from appropriations pursuant to such paragraph (1) for the purposes of title I to any State (other than the Trust Territory of the Pacific Islands) for any fiscal year unless the Commissioner determines that—

"(1) there will be available for expenditure under the plan from State and local sources during the fiscal year for which the allotment is made—

"(A) sums sufficient to enable the State to receive for the purpose of carrying out the plan payments in an amount not less than the minimum allotment for that State for the purpose, and

"(B) not less than the total amount actually expended, in the areas covered by the plan for such year, for the purposes of such plan from such sources in the second preceding fiscal year; and

"(2) there will be available for expenditure for the purposes of the plan from State sources during the fiscal year for which the allotment is made not less than the total amount actually expended for such purposes from such sources in the second preceding fiscal year.

"(b)(1) For the purposes of this section, the 'Federal share' for any State shall be, except as is provided otherwise in title III, 100 per centum less the State percentage, and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), except that (A) the Federal share shall in no case be more than 66 per centum, or less than 50 per centum, and (B) the Federal share for Puerto Rico, Guam, American Samoa, and the Virgin Islands shall be 66 per centum, and (C) the Federal share for the Trust Territory of the Pacific Islands shall be 100 per centum.

"(2) The 'Federal share' for each State shall be promul-

gated by the Commissioner within sixty days after the beginning of the fiscal year ending June 30, 1971, and of every second fiscal year thereafter, on the basis of the average per capita incomes of each of the States and of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), for the three most recent consecutive years for which satisfactory data are available to him from the Department of Commerce. Such promulgation shall be conclusive for each of the two fiscal years beginning after the promulgation.

"TITLE I—LIBRARY SERVICES

"GRANTS FOR STATES FOR LIBRARY SERVICES

"SEC. 101. The Commissioner shall carry out a program of making grants from sums appropriated pursuant to section 4(a)(1) to States which have had approved basic State plans under section 6 and annual program plans under section 103 for the extension of public library services to areas without such services and the improvement of such services in areas in which such services are inadequate, for making library services more accessible to persons who, by reason of distance, residence, or physical handicap; or other disadvantage, are unable to receive the benefits of public library services regularly made available to the public for adapting public library services to meet particular needs of persons within the States, and for improving and strengthening library administrative agencies.

"USES OF FEDERAL FUNDS

"SEC. 102. (a) Funds appropriated pursuant to paragraph (1) of section 4(a) shall be available for grants to States from allotments under section 5(a) for the purpose of paying the Federal share of the cost of carrying out State plans submitted and approved under section 6 and section 103. Except as is provided in subsection (b), grants to States under this title may be used solely—

"(1) for planning for, and taking other steps leading to the development of, programs and projects designed to extend and improve library services, as provided in clause (2); and

"(2) for (A) extending public library services to geographical areas and groups of persons without such services and improving such services in such areas and for such groups as may have inadequate public library services; and (B) establishing, expanding, and operating programs and projects to provide (i) State institutional library services, (ii) library services to the physically handicapped, and (iii) library services for the disadvantaged in urban and rural areas; and (C) strengthening metropolitan public libraries which serve as national and regional resource centers.

"(b) Subject to such limitations and criteria as the Commissioner shall establish by regulation, grants to States

under this title may be used (1) to pay the cost of administering the State plans submitted and approved under this Act (including obtaining the services of consultants), statewide planning for and evaluation of public library services, dissemination of information concerning library services, and the activities of such advisory groups and panels as may be necessary to assist the State library administrative agency in carrying out its functions under this title, and (2) for strengthening the capacity of State library administrative agencies for meeting the needs of the people of the States.

"STATE ANNUAL PROGRAM PLANS FOR LIBRARY SERVICES

"SEC. 103. (a) Any State desiring to receive a grant from its allotment for the purposes of this title for any fiscal year shall, in addition to having submitted, and having had approved, a basic State plan under section 6, submit for that fiscal year an annual program plan for library services. Such plan shall be submitted at such time, in such form, and contain such information as the Commissioner may require by regulation, and shall—

"(1) set forth a program for the year submitted under which funds paid to the State from appropriations pursuant to paragraph (1) of section 4(a) for that year will be used, consistent with its long-range plan, solely for the purposes set forth in section 102;

"(2) set forth the criteria used in allocating such

funds among such purposes, which criteria shall insure that the State will expand from Federal, State, and local sources an amount equal to the amount expended by the State from such sources for State institutional library services, and library services to the physically handicapped during the fiscal year ending June 30, 1971;

"(3) include such information, policies, and procedures as will assure that the activities to be carried out during that year are consistent with the long-range program plans; and

"(4) include an extension of the long-range plan, taking into consideration the results of evaluations.

"(b) The Commissioner shall approve any State annual program plan submitted under this title if it meets the requirements set forth in subsection (a).

"TITLE II—PUBLIC LIBRARY CONSTRUCTION

"GRANTS TO STATES FOR PUBLIC LIBRARY CONSTRUCTION

"SEC. 201. The Commissioner shall carry out a program of making grants to States which have had approved basic State plans under section 6 and State annual program plans under section 203 for the construction of public libraries.

"USES OF FEDERAL FUNDS

"SEC. 202. Funds appropriated pursuant to paragraph (2) of section 4(a) shall be available for grants to States from allotments under section (a) for the purpose of paying the Federal share of the cost of construction projects carried under State plans. Such grants shall be used solely for the construction of public libraries under approved State plans.

"STATE ANNUAL PROGRAM PLANS FOR THE CONSTRUCTION OF PUBLIC LIBRARIES

"SEC. 203. (a) Any State desiring to receive a grant from its allotment for the purposes of this title for any fiscal year shall, in addition to having submitted, and having had approved, a basic and a long-range State plan under section 6, submit for that fiscal year an annual program plan for the construction of public libraries. Such plan shall be submitted at such time and contain such information as the Commissioner may require by regulation, and shall—

"(1) set forth a program for the year submitted under which funds paid to the State from appropriations pursuant to paragraph (2) of section 4(a) for that year will be used, consistent with its long-range plan, solely for the construction of public libraries in areas of the State which are without the library facilities necessary to provide adequate library services;

"(2) set forth the criteria, policies, and procedures

for the approval of applications for the construction of public library facilities under the program set forth in clause (1);

"(3) set forth policies and procedures which will insure that every local or other public agency whose application for funds under the plan with respect to a project for construction of public library facilities is denied will be given an opportunity for a hearing before the State library administrative agency;

"(4) include such information, policies, and procedures as will assure that the activities to be carried out during that year are consistent with the long-range program plan; and

"(5) include an extension of the long-range plan, taking into consideration the results of evaluations.

"(b) The Commissioner shall approve any State annual program plan submitted under this title if it meets the requirements set forth in subsection (a).

"TITLE III—INTERLIBRARY COOPERATION

"GRANTS TO STATES FOR INTERLIBRARY COOPERATION PROGRAMS

"SEC. 301. The Commissioner shall carry out a program of making grants to States which have approved basic State plans under section 6 and annual program plans under section 303 for interlibrary cooperation programs.

"USES OF FEDERAL FUNDS

"SEC. 302. (a) Funds appropriated pursuant to paragraph (3) of section 4(a) shall be available for grants to States from allotments under paragraphs (1) and (3) of section 5(a) for the purpose of carrying out the Federal share of the cost of carrying out State plans submitted and approved under section 303. Such grants shall be used for (1) for planning for, and taking other steps leading to the development of, cooperative library networks; and (2) for establishing, expanding, and operating local, regional, and interstate cooperative networks of libraries, which provide for the systematic and effective coordination of the resources of school, public, academic, and special libraries and information centers for improved supplementary services for the special clientele served by each type of library or center.

"(b) For the purposes of this title, the Federal share shall be 100 per centum of the cost of carrying out the State plan.

"STATE ANNUAL PROGRAM PLANS FOR INTERLIBRARY COOPERATION

"SEC. 303. (a) Any State desiring to receive a grant from its allotment for the purposes of this title for any fiscal year shall, in addition to having submitted, and having had approved, a basic State plan under section 6, submit for that fiscal year an annual program plan for interlibrary coopera-

tion. Such plan shall be submitted at such time, in such form, and contain such information as the Commissioner may require by regulation, and shall—

"(1) set forth a program for the year submitted under which funds paid to the State from appropriations pursuant to paragraph (3) of section 4(a) will be used, consistent with its long-range plan, solely for the purposes set forth in section 302 and set forth specific procedures, policies, and objectives which will insure that funds available to the State under this title will be used to meet such purposes;

"(2) set forth the criteria which the State agency shall use in evaluating applications for funds under this title and in assigning priority to project proposals;

"(3) set forth such procedures and policies as will provide assurance that all appropriate libraries, agencies, and organizations eligible for participation in activities assisted under this title will be given an opportunity to participate to the extent of their eligibility;

"(4) include such information as will assure that the activities to be carried out during that year are consistent with the long-range program plans; and

"(5) include an extension of the long-range plan, taking into consideration the results of evaluations.

"(b) The Commissioner shall approve any State annual

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program plan submitted under this title which meets the requirements of this section.".

(b)(1) The amendment made by subsection (a) shall be effective after June 30, 1971.

(2) In the case of funds appropriated to carry out title I of the Library Services and Construction Act for the fiscal year ending June 30, 1971, each State is authorized, in accordance with regulations of the Commissioner of Education, to use a portion of its allotment for the development of such plans as may be required by such Act, as amended by subsection (a).

Mr. BRADEMAS. The Select Subcommittee on Education will come to order for the purpose of consideration of the Library Services and Construction Amendments of 1970.

National concern for the development of good library services was demonstrated by the 84th Congress which passed the Rural Library Services Act of 1956. The act authorized an annual appropriation of $7.5 million for 5 years to assist the States and territories in extending and developing libraries in areas of under 10,000 population.

In 1960, Congress extended the act for an additional 5 years.

In 1964, the programs changed and expanded with amendments to the basic law which extended participation to libraries in urban areas and made available for the first time Federal funds for the construction of public library facilities.

The Library Services and Construction Act has had a record of steady success. Through the funds appropriated under this act, an estimated 85 million people have benefited from library services.

The program has grown by 45 million books; 650 bookmobiles have taken library services to people outside the reach of existing library facilities, and some 1,500 library construction projects have been undertaken to serve an estimated 50 million people.

Today, we are very pleased to hear testimony from individuals concerned with libraries at the local, State and Federal level.

The Chair is pleased at this time to recognize his distinguished colleague on the subcommittee and of the full committee, the gentleman from New Jersey, Mr. Daniels, for the purpose of presenting our first witness.

Mr. Daniels.

Mr. DANIELS. Thank you, Mr. Chairman.

I appreciate the fact that you called upon me to present the first witness this morning.

I would like to say, at the outset, I regret very much that I shall be unable to stay and listen to the testimony of the witness I am about to introduce because of the fact that, as chairman of the Subcommittee on Insurance and Health Benefits of the House Post Office and Civil Service, I have called an executive session of my subcommittee at 10 a.m. Consequently, I must be there because we have important legislation under consideration which I would like the subcommittee to consider and report favorably so that some action may be taken on this legislation in this session of Congress.

Mr. McDonough is from the Garden State of New Jersey, a man well known to this committee, who has testified innumerable times, whose testimony has been most important in framing the library legislation. His interest in this field dates back a number of years. In fact, he testified on the Library Services Act of 1956 which, as you recall, was a landmark piece of legislation.

I would like to present to the subcommittee Mr. Roger H. McDonough, director of the State library of New Jersey, and director of the division of State library of arts and history of the New Jersey Department of Education.

I might also point out that he was also past president of the American Library Association.

Undoubtedly he will refer to his background in his testimony.

I would also like to request, Mr. Chairman, that I may move at this particular time to insert in the record a statement by William J. Roehrenbeck, director of the Jersey City Library. I believe the statement will be very interesting to you and members of the subcommittee because it sets forth a particularly innovative program introduced in Jersey City, my hometown, which program is referred to as Outreach.

(The statement referred to follows:)

LIBRARY OUTREACH PROGRAM, 1970

A REPORT BY WILLIAM J. ROEHRENBECK, DIRECTOR, JERSEY CITY (N.J.) PUBLIC LIBRARY

During the summer of 1970, the Jersey City Public Library received Federal funds granted by the New Jersey State Library under the provisions of the Library Services and Construction Act to initiate a special "Outreach" program focused on the Bergen-Lafayette section of the city—a predominantly black, low income, densely populated area. The basic purpose of the program is to reach out beyond the walls of the Library to non-users with books, records, programs, and information which can be of practical value to them, to demonstrate that the Library can provide enjoyment and recreation, and to dissipate any negative attitudes toward the Library as a middle-class institution intended only for the better-educated or more affluent.

Two methods are being used: sidewalk service in the target area provided by a small Volkswagen bus, the "Mini-Mobile"; and a corps of community aides working out in the neighborhoods from the two storefront branches in the area.

The most colorful feature of the Outreach program is the red-and-white "Mini-Mobile", whose function is to carry library materials out of the building into the streets of the target area and to provide sidewalk service for people who are not normally library users—who are either unaware of the Library's existence or who feel it has no relevance for them.

The Mini-Mobile carries a collection of paperbacks for all ages: picture and easy books for younger children, a wide range of recreational and informative reading for older boys and girls and teen-agers, and practical, easy-to-read books for adults on consumer education, vocational guidance, self-improvement, child care, health and hygiene, sports, home decoration, drug addiction, etc. There is special emphasis on black history and achievement. All titles have been heavily duplicated, and several supplemental orders have been placed for easy books, and for such items as *Soul on Ice, Manchild in the Promised Land, Down These Mean Streets, and Autobiography of Malcolm X*, which are in constant demand. Phonograph records, pamphlets on subjects of current interest, and magazines are also carried on the Mini-Mobile.

Materials are not cataloged, but are simply stamped with Library ownership and given a book pocket and charge card. No library cards are required, and people may borrow all materials on their names. Fines are not charged.

The Mini-Mobile went into service on July 1, 1970. During its first six weeks of operation, the Mini-Mobile provided approximately 90 hours of service at 60 stops, and loaned a total of 4,029 items. Four hundred and eighty-five adults and 2,183 children were contacted. This, despite the fact that two full days were lost because of rain, and that operations were seriously hampered on several other days by showers and/or intense heat.

Cold figures present an inadequate picture of the Mini-Mobile operation, since much time is spent by staff in just talking with people, telling them about the Library and its services, listening to them, hearing about their problems and "gripes," and discovering their interests, attitudes, and hopes.

The approach of the Library staff has been warm, friendly, and service directed. When the Mini-Mobile parks at a stop, a small table and chairs are set out on the sidewalk. Portable book racks are set up with a variety of books of interest to the people in the area, and the staff goes to work in a "soft-sell" manner, speaking to people as they pass by, telling them about the Library and its services, asking about their interests, answering questions, filling requests for subjects and titles, giving impromptu story hours for children, etc. Flyers about the Library are distributed, as are applications for library cards. Public reaction is encouraging and ranges from overwhelming enthusiasm from children

to open-mouthed amazement from adults who had no idea that the Library had books they might like or phonograph records they could borrow. The lack of red tape and complete informality of the service has proven beneficial in attracting patrons.

The following are representative comments made by patrons:

This is wonderful.
When are you coming back?
Hey, man, look at all the books!
You mean I can take it without a card? You trust me?
Are these books for sale?
I thought it was just for kids.
Hey, records too!
The Library had a good idea.
It's free?

Return visits to stops are always greeted with great enthusiasm. When the children hear the distinctive Mini-Mobile horn they come running from all directions, books in hand.

As part of its service, the Mini-Mobile staff has presented film programs at a housing project, and many impromptu, on-the-spot story hours and record programs at various locations.

The Library has also been carried outside the walls into the community by "Project Outreach", a corps of work-study students from Jersey City State College who have been working out of the two branches in the target area under the direction of a Program Coordinator. Their primary objectives are to make the initial contact with potential users of the library, to inform them about its materials and services, focusing on its relevance in their lives, and to break down barriers which may exist in their minds about the use of a public institution. These community aides are all thoroughly familiar with the target area and have been able to establish excellent rapport with both adults and children. They interpret the Library to residents and provide helpful feedback on community reactions, opinions, and needs.

The community aides have made face-to-face contact with individuals on the streets, in the parks, at housing projects, and with established groups such as churches, schools, the housing authority, municipal community relations councils, family guidance centers, etc., with whom they have cooperated in arranging and presenting programs, supplying books, records, and films, and offering story hours and cultural programs of all kinds in and outside the Library.

They are working in the two branches in a variety of book-oriented activities for neighborhood children, including story hours, film programs, creative writing, dramatics, black history, poetry reading, etc. Adult activities have included programs on consumer education and family guidance, and a seminar for minority businessmen.

Elderly residents of the target area's two housing projects have been visited with large print books, magazines, and records. The aides found that while many of the old people enjoyed books and magazines, some were unable to read. For these, the visit itself and the genuine, friendly interest displayed by the young aides, did much to brighten an otherwise dreary day. Phonograph records which were brought and played, especially gospel songs and spirituals, were much enjoyed and repeatedly requested.

Portable libraries of fifteen or twenty paperbacks, stressing black history and experience, have been deposited in some 18 neighborhood barberships and laundromats as a result of contacts made by aides. The books are set up in small racks or "shoe boxes", with signs inviting customers to read while they wait, and suggesting that they visit the neighborhood branch for other good books. These deposits have been very successful.

Several field trips have been arranged by the Program Coordinator for adults and children, including visits to the Schomburg Library and the Studio Museum in Harlem, the United Nations, the Bronx Zoo, and a special performance of "Cinderella" at Jersey City State College.

It is too early to evaluate results, but it is evident that many people in Jersey City have already acquired a new image of the Library—not as a remote, stodgy, forbidding city institution—but as a group of friendly, enthusiastic people with exciting, interesting books, records, films, and activities to share with them and their children.

Mr. DANIELS. I think Mr. McDonough will describe that program and I believe it is a fine program which will do a great deal of good, particularly in the ghetto sections of the urban areas.

Without any further ado, I would like to present Mr. Roger McDonough.

Mr. BRADEMAS. I thank you, my colleague from New Jersey.

The chairman hopes Mr. McDonough will not mind if the Chair asks unanimous consent that we just allow a minute to our colleague, also a member of this committee, the gentleman from Maine, Mr. Hathaway who, I know, has other committee engagements also, to present a short statement, after which we will be glad to hear from Mr. Daniels' constituent.

Mr. Hathaway.

STATEMENT OF HON. WILLIAM D. HATHAWAY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MAINE

Mr. HATHAWAY. Thank you very much, Mr. Chairman, and members of the subcommittee.

I apologize to the gentleman for interrupting.

I am simply going to ask the subcommittee to put my statement in the record along with several letters from archivists throughout the country in support of my amendment to the Library Services Act to include State archives to the tune of $11 million over a 2-year period, an amendment I have discussed with the chairman and other members of the committee.

Thank you very much.

Mr. BRADEMAS. Without objection, the statement of the gentleman from Maine and other materials to which he has made reference will be inserted in the record, and Mr. McDonough, we will be glad to hear from you.

(The statement and other materials follow:)

STATEMENT OF HON. WILLIAM D. HATHAWAY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MAINE

Mr. Chairman and Members of the Subcommittee, I appreciate the opportunity to appear before you today in support of my bill, H.R. 12637, which would amend the Library Services and Construction Act to include funds for the establishment and improvement of State archival programs.

Since State archives are an important library-related institution, I believe my proposed amendment is entirely consistent with the intent of the Library Services and Construction Act, and, specifically, with the provisions of Title IV which relate to specialized areas of service. Funds authorized under the bill could not be used for the acquisition or construction of buildings, or for the acquisition of land.

Proper archival and records management systems are vital to historical research and the effective functioning of state and local governments. The importance of adequately administered state archival agencies to the government, to the citizen, and to the researcher has been ably stated by Dr. Ernest Posner in his study, *American State Archives* (1964):

"As the role of government in the life of the nation has increased, as its activities have expanded, and as the points of contact between the state and the citizen have multiplied, the importance of public records for both the gov-

ernment and the people has become increasingly clear. For the government official, records are a major source of 'intelligence,' enabling him to base his action on precedent and to develop and maintain consistent policies; for the people, records constitute the basis of their rights and privileges. Indeed the modern state can carry out neither its day-to-day nor its long range activities without making and having recourse to records, whole its citizens must have access to them whenever their rights are jeopardized. In addition, records have become an important source to which the social scientist must turn in his attempt to diagnose and interpret the past for the benefit of the present and the future."

Yet Dr. Posner's report on the status of the fifty State archives, as well as more recent critical studies of public archives in particular states, reveal that State archives are among the most impoverished and deficient cultural institutions in the Nation. Unfortunately, in most States the archival enterprise has had low priority which is reflected in inadequate financial support, and consequently, in inadequate staff, in cramped and improper facilities, and in the thoughtless destruction of important archival materials.

Today it is estimated that no less than sixty percent of the States have substandard archival programs. These States need the same type of assistance that libraries have received through the Library Services and Construction Act if they are to meet a responsibility in the preservation and proper administration of the State's, and therefore the Nation's, documentary heritage.

H.R. 12637 authorizes $11 million over a two year period to fund plans for "establishing and improving State archival programs." State archivists with whom I have been in contact have indicated that these funds could be of great value in creating necessary inventories, guides and indexes to state and local records, and in planning for the preservation of records of value for all types of research and historical uses. The financial assistance authorized in the bill would be particularly valuable at this time as States prepare to play roles in the activities which will mark the bicentennial of the American Revolution.

Mr. Chairman, I believe that H.R. 12637 will go far towards promoting the effective development and administration of State archives throughout the United States, and I urge favorable consideration of the bill by the Subcommittee.

Thank you.

STATE OF MAINE,
MAINE STATE ARCHIVES,
Augusta, Maine, June 30, 1969.

Hon. WILLIAM D. HATHAWAY,
House of Representatives,
Washington, D.C.

DEAR SIR: The Maine State Archives shares the problem, common to State archival agencies, of securing adequate funds to provide for a professionally recognized program to select, preserve and service the permanently valuable records of the State. The responsibility for providing adequate funds for this purpose is unquestionably the State's, and Maine has given initial recognition to this by the enactment of the Archives and Records Management Law, establishing the Maine State Archives, and the authorization of the construction of modern archives facilities in the Maine State Cultural Building scheduled for completion during April, 1971. The development of the comprehensive State-wide, government-wide program contemplated in the Archives and Records Management Law will necessarily depend on available funds and priorities which means that various areas of the program will not receive the level of funding required for immediate or effective implementation. The proposed amendment to Title IV of the Library Services and Construction Act will materially assist in the overall development of the program by providing a means of implementing these areas until State funds become available. The amendment appears consistent with the intent of the Library Service and Construction Act and the provisions of Title IV as a specialized area of service. The Maine State Archives supports the expansion of the provisions of Title IV as a means of providing for State archival services.

Sincerely yours,

SAMUEL S. SILSBY, JR,
State Archivist.

INDIANA STATE LIBRARY,
Indianapolis, Ind., December 22, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

As the new Indiana State Archivist, and a member of the Society of American Archivists, I extend a thank you as well as my full support for your bill (H.R. 12637) for establishing and improving State archival programs.

We are presently preparing plans for the reorganization and updating of Indiana's archival program, and will most certainly need all the aid that we can get on both the state and federal levels.

You have full support of myself as well as the entire Indiana Archives staff.

Sincerely yours,

THOMAS KRASEAN,
State Archivist.

ILLINOIS STATE ARCHIVES,
Springfield, Ill., December 17, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

DEAR SIR: We enlist your consideration and support of H.R. 12637. Many states are reluctant to investigate the advantages of an archival program both from the standpoint of efficiency and economy. I believe that the Bill will benefit the entire archival profession and merits your support.

Sincerely,

THEODORE J. CASSADY,
Assistant State Archivist.

THE STATE OF NEW HAMPSHIRE,
DEPARTMENT OF ADMINISTRATION AND CONTROL,
Concord, N.H., December 16, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

DEAR SIR: The efforts of your good office are respectfully requested to promote favorable consideration of H.R. 12637 (A Bill to amend the Library Services and Construction Act as amended to include State archives).

The continuing growth of research activities on a national scale and the undeniable inter-relationship of State archival functions as contributors to the overall preservation goals in the area of National heritage indicate a logical and pressing need for Federal financial participation.

Sincerely,

EDWIN H. HUNT, *Director.*

STATE OF MISSISSIPPI,
DEPARTMENT OF ARCHIVES AND HISTORY,
Jackson, Miss., December 16, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

DEAR MR. HATHAWAY: I deeply appreciate your introducing and sponsoring H.R. 12637, a bill for "establishing and improving State archival programs." I think this bill is a very important piece of legislation and I am enthusiastic in my support of it. I believe the entire nation would benefit from this program, and I know that our state would be helped. We do have one of the older programs, but there are many things that have had to be postponed because of the lack of funds. If some of this work could be carried out, it would be helpful to the state and to the nation.

I do hope the bill will receive a favorable report from your committee and approval of the Congress.

Sincerely,

R. A. MCLEMORE, *Director.*

NEBRASKA STATE HISTORICAL SOCIETY,
Lincoln, Nebr., December 29, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE HATHAWAY: H.R. 12637, presently under consideration by the Housing of Representatives, represents a major piece of legislation which will promote effective development and administration of State Archives throughout the United States. The bill provided for an allocation of funds for the purpose of establishing and improving State archival programs. Passage of this bill would mark the first successful attempt by the Congress to provide needed relief to those states which are attempting to develop effective archival programs within the confines of limited budget appropriations.

We believe the passage of H.R. 12637 to be an essential factor in the effective development of State archival programs. We offer our support for this significant legislation.

Sincerely,

MARVIN F. KIVETT, *Director.*

STATE OF VERMONT,
PUBLIC RECORDS DIVISION,
Montpelier, Vt., December 15, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

DEAR MR. HATHAWAY: Enclosed is a copy of a letter I wrote to Mr. Brademas, Chairman, Select Subcommittee on Education and Labor urging support of H.R. 12637, a Bill to amend the Library Services and Construction Act as amended to include State archives, which you so wisely introduced.

For the past eighteen years I have struggled here in Vermont to get our Archival Program really underway and effective. Only the surface has been scratched, but we do have a smooth operating records management program in operation. Space has been one of our big problems, but there is now a gleam of hope on the local scene. Funds to properly operate will be another problem.

Our three States of Northern New England certainly have to scrape for the tax dollars and I am well aware of our mutual state archival problems because of background assistance to get these programs off the ground. I have closely followed the trials and tribulations you had to get the Maine Program underway and your new building and the appointment of Samuel S. Silsby, Jr. as your first State Archivist is a grand start.

It is my sincere hope that this important Bill will be enacted.

Respectfully yours,

OLNEY W. HILL,
Public Records Director.

THE STATE HISTORICAL SOCIETY OF WISCONSIN,
Madison, Wis., February 18, 1970.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

DEAR MR. HATHAWAY: I am writing this to indicate support for H.R. 12637, and also to let you know that I shall write to appropriate Wisconsin representatives indicating our interest in passage of this or similar legislation.

This is a time when an increasing proportion of our information, particularly on the ever-widening role of government at all levels, is contained in unpublished records which require special professional techniques and facilities for making them available to the public. It is entirely appropriate to view these materials as a part of the total library resources of the nation, and to make some provision for federal aid to ensure their preservation and accessibility to those who have need to consult them.

I hope you are successful in your efforts to secure passage of this legislation which would be beneficial to all states.

Sincerely,

RICHARD A. ERNEY,
Acting Director.

SECRETARY OF STATE,
DIVISION OF ARCHIVES,
Carson City, Nev., January 12, 1970.

Hon. WILLIAM D. HATHAWAY,
Congressman for Maine, Select Subcommittee on Education and Labor, Cannon House Office Building, Washington, D.C.

DEAR REPRESENTATIVE HATHAWAY: I have recently corresponded with our Congressman, Walter Baring, concerning his views regarding H.R. 12637. As always, Congressman Baring came directly to the point and informed me of the many aspects and ramifications of the Bill. However, he did indicate that he would support such a Bill if and when it came up for a vote.

Nevada is one of many states in the Union who is struggling to achieve an efficient working Archives. Nevada is one of several states who exists on a small biennial budget with an extremely small staff. Such as the situations, we have been able to coordinate and cooperate with the National Archives in various programs.

Founded in 1965, the Nevada State Archives is in great need of a financial boost to initiate a sound microfilm program and to conduct an adult education program on the early history of the West. Such programs could well materialize if H.R. 12637 became law.

I respectfully urge your assistance and support of this Bill. It would most certainly be a giant step in preserving and educating the populace in our great American heritage.

Cordially,

FREDERICK C. GALE,
Assistant State Archivist.

STATE OF ALABAMA,
DEPARTMENT OF ARCHIVES AND HISTORY,
Montgomery, Ala., December 1, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

MY DEAR MR. HATHAWAY: I have just seen a copy of H.R. 12637 introduced by you on July 8. I have not been able to find out what disposition has been made of the bill, but am very interested for the benefit that will derive from it to this department. Please let me know if there is anything that I can do toward its passage.

Very sincerely,

MILO B. HOWARD, JR., *Director.*

SOUTH DAKOTA STATE HISTORICAL SOCIETY,
Pierre, S. Dak., December 22, 1969.

Hon. WILLIAM D. HATHAWAY,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE HATHAWAY: My attention has been called to House Resolution 12637 relating to the funding of the establishment and improvement of State archival programs.

I would like to take this opportunity to express the support of this Society for this program and resolution.

This is a field in which South Dakota needs a great deal of assistance and your support on our behalf will be appreciated.

Sincerely,

DAYTON W. CANADAY, *Director.*

THE SOCIETY OF AMERICAN ARCHIVISTS,
Washington, D.C., September 8, 1970.

Hon. WILLIAM HATHAWAY,
Cannon Office Building,
Washington, D.C.

DEAR MR. HATHAWAY: The Society of American Archivists strongly endorses the proposed legislation to give financial aid to State archival programs.

Many States are now just beginning to organize such programs and Federal assistance at this time will enable them to place this work on a sound and permanent footing.

This aid will be particularly valuable in enabling the States to play their proper part in the activities now being planned to mark the bicentennial of the American Revolution.

Aid to State archives is an urgently necessary part of any Federal program for library assistance.

We earnestly solicit your support of the Hathaway Amendment (HR 12637).

Sincerely,

HERMAN KAHN, *President,*

STATEMENT OF ROGER H. McDONOUGH, DIRECTOR, STATE LIBRARY OF NEW JERSEY

Mr. MCDONOUGH. Thank you, Mr. Chairman.

I will try to condense my statement at this time and ask if my complete statement may be inserted in the record.

As Mr. Daniels has mentioned, I have had the honor and privilege of testifying for each successive advance in the Library Services and Construction Act beginning in 1956. I have administered the various programs in New Jersey, and I have been privileged to inspect and view many of these in various States from the Deep South to Hawaii, Maine, and other points all over these United States.

I am absolutely convinced that the Library Services and Construction Act moneys have made the difference between poor library service or none, and good library service for millions of American citizens.

Among my visits have been several to inner city areas, Bedford-Stuyvesant in Brooklyn, for example, and, most recently, to Camden, N.J., and to Jersey City, where a project to which Congressman Daniels had referred, has been in progress now for several months.

This latter experience was a most heartening one. It is described in detail in the appendix that Mr. Roehrenbeck, the director of the Jersey City Library has prepared.

There are photos here of this sidewalk minimobile operation if any members of the subcommittee would care to inspect them.

I would like to point out that the addition of titles IV–A and IV–B, services to the blind and handicapped and to the patrons and residents of State institutions, has brought a new service dimension to a segment of our population which previously had received only token library service. This is a tremendous advance.

Another thing I would like to point out is that a considerable portion of the Federal moneys have been used to provide new and different kinds of services. It has allowed the States to experiment, to demonstrate new structures, new patterns of service, particularly under titles I and III for which no other funds have been available.

I also would like to remind the subcommittee that libraries have been in difficult financial straits for many, many years. The situation is worsening in spite of the determined efforts of local and State governments to provide additional moneys. The number of book titles published annually in this country has more than doubled since the original act of 1956. Inflation has also taken its deadly toll.

I point out that in 1956, local tax support for libraries in New Jersey amounted to $7.4 million as compared to the $23 million provided in 1969; an increase of 300 percent. There has been some stimulation, Mr. Chairman.

In 1956, the State of New Jersey provided no money for public library support. This year, the State legislature appropriated $6 million. Progress, as I have said, is being made at all levels but again we are far from reaching the goals we have established many years ago.

I should like to remind you that the mayors of the two largest cities in New Jersey, Newark and Jersey City, have informed their public library boards that these cities have reached the limit of their ability to finance local library programs and that any additional support must come from outside.

Some support in the form of State and Federal aid is now going to these city libraries and it is clear that these funds are absolutely essential if the high levels of service that these libraries have provided for many years is to be preserved.

Let me very quickly highlight a few of the ways in which LSCA has benefited the people of New Jersey. Using these funds, we were able to demonstrate the desirability of establishing strong point area reference libraries at strategic locations up and down the State in 17 different municipalities. These, in effect, backstop the local libraries and strengthen the reference potential of all citizens.

In addition, moneys have been given to Princeton and Rutgers University libraries to tap into these magnificent colleges for the greater benefit of the average citizen of the State through our interconnecting network. The success of the demonstration was a key factor in helping us to obtain State aid to which I have already referred.

I have already mentioned the service to the disadvantaged and I would add only that we have established a special consultant position for this service in the State Library.

One of the most significant projects supported under title III inter library cooperation is New Jersey's micro-automated catalog project. This is a unique idea developed by a member of my staff, Mr. Kenneth Richards, our archivist. Very simply, the whole catalog of the State Library has been put on film in the form of cartridges and copies of these have been made available to about 10 different libraries in the State. Using a reader-printer device these libraries tap into our colleges directly or by telephone because they know immediately whether or not the book is in our library.

The most disappointing factor in Federal support to public libraries has been the recent reduction in funds under title II construction. Before title II construction was authorized in 1964, New Jersey was building an average of only two public library buildings a year. During the first 4 years of title II, an average of approximately 15 libraries per year were constructed in New Jersey.

The Federal funds have definitely stimulated building activity, as evidenced by the fact that the $4½ million in Federal funds has resulted in more than $28.5 million worth of public library construction. Last year, we got only $200,000 and were able to fund only two libraries.

Most regretfully, we had to turn 12 projects down and they were good ones.

We hope sincerely that this situation will be remedied.

I would like to mention that I am speaking also for the American Association of State Libraries which strongly recommends a 5-year extension of LSCA beyond June 30, 1971. In the extension of the act, specific attention must be directed to library service to the disadvantaged, fiscal support for metropolitan public library services, increase in the relative importance of intertype library cooperation which is making great strides across the country, consideration of some consolidation of separate titles for administrative convenience and flexibility and last, but not least, strengthing of State library agencies, particularly with respect to their capacity for planning, research and evaluation.

In this particular connection, I would like to mention the Ayres bill under which section 201, page 15, provides for 1 percent allocation of appropriations for program evaluation. We are deeply concerned about the need to evaluate the effectiveness of the various programs under LSCA and, indeed, there is need to evaluate the total LSCA program.

I mention parenthetically, Mr. Chairman, that we have authorized a study of our New Jersey program by an outside agency and this is going on at the present time, but a number of factors are likely to affect the success of such an evaluation program: One, the placement of the responsibility; in other words, who is going to do it; two, the reporting requirements and, three, the scope and complexity of the program.

It is our feeling that in considering where responsibility lies for evaluating a grant program such as LSCA a distinction should be made between the operating programs at State and local levels and the total program considered from the Federal viewpoint. The operation of programs may be evaluated objectively within the granting agency but not necessarily by the individual responsible for administration of the grants.

The overall program should be reviewed and evaluated outside the granting agency. For this purpose the National Commission on Libraries and Information Science which this Congress has recently established would be ideal and it is legally empowered to act in this capacity.

The nature and cost of evaluating a program is affected more by its scope and complexity than by its size. It will probably cost more to evaluate work in 10,000 units spending a total of $1 million than to evaluate work in 1,000 units spending a total of $10 million. For this reason, we would recommend that the cost of evaluating the program be justified through the regular appropriation process rather than be established as an automatic percentage over which Congress will have no control.

In any case, the minimal funds appropriated to the States for programs should not be further reduced by the proposed percentage

cut. Instead, an additional amount should be appropriated for evaluation.

In closing, Mr. Chairman, I agin urge that the Library Services and Construction Act, which has done so much to extend, improve, and help equalize public library service throughout the country, be extended for at least 5 years, to enable the States to do effective long-range planning.

Thank you for the privilege of appearing before you today.

(The complete formal statement follows:)

STATEMENT OF ROGER H. MCDONOUGH, STATE LIBRARIAN, NEW JERSEY

My name is Roger H. McDonough. I am the State Librarian of New Jersey, and Director of the Division of the State Library, Archives and History of New Jersey Department of Education. My responsibilities include administration of the Library Services and Construction Act in the State of New Jersey.

I am also a past president of the American Library Association. I am speaking in support of the bill to extend the Library Services and Construction Act.

I have had the honor and the privilege of testifying in support of Federal assistance to libraries a number of times, beginning with that landmark piece of legislation, the Library Services Act of 1956. It has been highly gratifying to see successive Congresses respond to the needs of the people through extension and expansion of this legislation, and I am sure that the reason this program has been so popular with the Congress is because so many good things have happened through the stimulus provided by the presence of these relatively modest Federal monies.

My personal knowledge of these programs as they have been conducted nationwide convinces me that the LSCA monies have made the difference between poor library service and good library service for millions of Americans. I have had the good fortune to be able to inspect at firsthand the manifold uses to which these Federal monies have been put in various States. I have seen citizens, young and old, in rural areas of the deep South, for example, receiving bookmobile library service for the first time. In sharp contrast, I have visited and observed with keen interest vital outreach programs in Bedford-Stuyvesant, Brooklyn, and in our own Jersey City and Camden. Taking the libraries to the people appears to work just as well in our inner cities as it does in the country. Good buildings are still essential, however, and the new, attractive and inviting buildings that have been erected with the encouragement of Title II funds across the country have replaced crowded, antiquated structures, many of which had outlived their usefulness a generation and more ago.

The 1966 addition of Titles IV–A and IV–B expanded services to the blind and handicapped and to the patients and residents of State institutions, thus bringing a new service dimension to a segment of our population who previously had received only token library service.

As I have observed it, a considerable portion of the Federal money has been used to provide new and different kinds of services. It has allowed the States to experiment and demonstrate structures or patterns of service, particularly under Titles I and III, for which no other funds would have been available. The Federal monies have helped to demonstrate the vital educational and informational function of libraries in our democratic society. I hardly need remind you that the public library is one of the few major social, educational institutions in the country in which an individual may, in the privacy of his own need or interest, pursue his vocational or business improvement or his cultural goals.

Because of long years of financial neglect, however, libraries are still forced to fight vigorously for their fair share of the tax dollar. Not only are they forced to compete with other public agencies but they are also fighting against inflationary trends in the cost of library materials and operating expenses, as well as the increase in the number and kinds of informational materials required. It is with good reason that this proliferation of educational materials is aptly characterized as an "information explosion." For example, in 1956 when I testified before the Senate Education Subcommittee, some 12,000 books were published annually. Last year, over 29,000 titles were published. During this same period, the number of periodical titles increased by 150 percent.

In 1956, local tax support for libraries in New Jersey amounted to $7.4 million, as compared to the $23 million provided in 1969 (an increase of 300 percent). In 1956, the State of New Jersey provided no money for public library support. This year, the State legislature appropriated $6,000,000. Progress is being made at all levels but it must be remembered in citing these figures that inflation and increased populations have seriously offset these apparent gains.

While the States and municipal governments have made valiant efforts to provide better support for their public libraries, they have simply not been able to do everything that is required. The mayors of the two largest cities in New Jersey, for example, have informed their public library boards that the cities have reached the limit of their ability to finance the library programs and any additional support must come from outside. Some support, in the form of State and Federal aid, is now going to these city libraries, and it is clear that these funds are essential if the high levels of service that these libraries have provided for many years is to be preserved.

Let me highlight for you some of the ways the LSCA has benefited the people of New Jersey. Through the use of Federal money, we were able to demonstrate the desirability of establishing key strong-point libraries in strategic locations across the State in order that they might provide reference, consultative and coordinative services to all of the libraries and citizens in the region. Federal funds were also used to recompense major research libraries for providing citizen access throughout the State to these magnificent collections. The research libraries included the Rutgers and Princeton University libraries and the Newark Public Library. The demonstration was so successful that in a short time State legislation was enacted incorporating the three-level system approach, and providing the area and research libraries with State funds to build upon the results of Federal seed money. Continuing the development of system programs, Federal funds are being used to help strengthen weaker libraries so that they will be in a better position to offer area-wide services. It is worth mentioning, I think, that under our coordinated program, local autonomy has been preserved and our 350 municipal libraries run their own affairs using the area reference libraries and the research libraries as needed through a voluntary cooperative arrangement.

Another major program under Title I of the present Act is the special stimulation of services to the disadvantaged citizens of New Jersey in both rural and urban areas. Under this program, the funds are granted to a given project for a maximum of three years to encourage the local library to perfect the new service and to seek out local support for the activity. A wide variety of projects have been initiated in New Jersey. These range from a multi-purpose program in Monmouth County which contains urban, suburban and rural areas and which provides, for example, quiet study areas in urban locations, outlets in housing projects, and film, book and story hour services to migrant workers. Other projects include the support of a library unit in an adult basic education center, and a highly successful and imaginative program in the inner-city area of Jersey City featuring a mini-bookmobile operation which sets up shop itinerantly at various streetcorners, plus a new branch outlet in a converted storefront. Similar experimental programs are being developed in many parts of the country.

One of the most significant projects supported under Title III (Interlibrary Cooperation) is New Jersey's Micro-Automated Catalog Project. This is a unique idea developed by a member of my staff, Mr. Kenneth Richards, Head of our Bureau of Archives and History. The full catalog of the State Library has been placed on microfilm and deposited in area libraries, together with a rapid access Reader-Printer. The area libraries now know what titles are owned by the State Library or what materials are available on a given subject and can produce a patron request by simply pushing the print-out button. This year we intend to expand this particular program and tie it into a TWX network in order to provide faster service to the library users. In another area, Title IV–B, the availability of funds to assist in the provision of library services to the blind and handicapped came at a most fortunate time in New Jersey. We were just establishing a regional library for this purpose in New Jersey and LSCA funds were of great benefit to us in building a strong foundation program.

The need for library services in State institutions is so immense that the money provided thus far under Title IV–A allows us only to begin to scratch the surface.

The most disappointing factor in Federal support to public libraries has been the recent reduction in funds under Title II, Construction. Before Title II Construction was authorized in 1964, New Jersey was building an average of two public library buildings per year. During the first four years of Title II, an average of approximately 15 libraries per year was constructed in New Jersey. The Federal funds have definitely stimulated building activity as evidenced by the fact that over the years $4½ million of Federal funds has resulted in more than $28½ million worth of public library construction. Last year New Jersey received only $200,000 under Title II. Consequently, because of this low funding, we had to reject a dozen worthy construction applications. Few of these construction projects will now move forward without the stimulation of LSCA.

The combination of programs now under Titles I & IV of the LSCA would have the potential of allowing the States to respond to their particular needs. Because of ongoing commitments to programs currently supported by the specific titles, the promise of flexibility would be an illusion, however, unless considerable increases in funds are provided.

It is clear to me that the continuation of the incentive of Federal money for libraries is essential. In the past, these funds have stimulated four to five times as much State and local effort. The same result can be expected in the future.

Having presented my views, documented with data relating to my own State of New Jersey, I would like to call to your attention the official position of the members of the American Association of State Libraries (ASL) representing the fifty States, regarding the extension of the LSCA.

The ASL recommends a five-year extension of LSCA beyond its current expiration date of June 30, 1971. In the extension of this Act, specific attention must be directed to the following points:

1. High priority to library services to the disadvantaged;
2. Fiscal support for strong and vital metropolitan public library service;
3. Increase in the relative importance of inter-type library cooperation;
4. Consideration of some consolidation of separate titles for administrative convenience and flexibility;
5. Strengthening of State library agencies, particularly in capacity for planning, research and evaluation.

I would like to mention an additional point in regard to the Ayres bill (HR 16365) before closing. This has to do with the provision under Section 201, p. 15, providing for a one percent set aside of appropriations for program evaluation.

We have been concerned with the need to evaluate the effectiveness of the various programs under LSCA and indeed there is need to evaluate the total LSCA program. A number of factors are likely to affect the success of any evaluation program. Among these are: 1) placement of the responsibility for evaluation; 2) reporting requirements; and 3) scope and complexity of the programs.

It is our feeling that in considering where responsibility lies for evaluating a grant program such as LSCA, a distinction should be made between the operational programs at the State and local levels and the program considered as a whole. The operational programs may be evaluated objectively within the granting agency but not necessarily by the individuals responsible for administering the grants. However, the overall program shall be reviewed and evaluated outside the granting agency. For this purpose the National Commission on Libraries and Information Science which this Congress has recently established will be ideal and is legally empowered to act.

The nature and cost of evaluating a program is affected more by its scope and complexity than by its size. It will probably cost more to evaluate work in 10,000 units spending a total of one million dollars than to evaluate work in 1,000 units spending a total of 10 million dollars. For this reason we would recommend that the cost of evaluating the programs be justified through the regular appropriation process rather than be established as an automatic percentage over which Congress will have no control. In any case, the minimal funds appropriated to the States for programs should not be further reduced by the proposed percentage cut. Instead, an additional amount should be appropriated for evaluation.

In closing, I again urge that the Library Services and Construction Act, which has done so much to extend, improve and help equalize public library service throughout the country, be extended at least for another five years to enable the States to do effective, long-range planning.

Thank you for the privilege of testifying before you today.

BIOGRAPHICAL DATA

ROGER H. M'DONOUGH

Present Position.—Director, State Library, New Jersey State Department of Education, 1947– , and President, American Library Association, 1968–69.

Previous Experience.—Reference Librarian, Rutgers University Library 1934–37. Librarian, New Brunswick, New Jersey Public Library, 1934–47.

Professional & Civic Activities.—Member, Executive Board, American Library Association, 1958–62; of the ALA Council, 1954–62; and as chairman of ALA's Federal Relations Committee, 1956–60; Coordinating Committee on Library Services Act, 1957–58; joint committee on ALA-American Book Publishers Council's Committee on Reading Development, 1962–68; ALA Representative before Congressional Committees on legislative issues pertaining to Fine Arts, Library Services Act, National Historical Publications Program, Depository Libraries, Library Services Act Extension, and Hospital and Institutional Libraries. Rutgers Graduate School of Library Services, Advisory Board, 1953–58. U.S. Book Exchange, Board of Directors, 1954–58. Chairman, New Jersey Library Resources Committee, 1966–.

Other Activities.—Trustee, New Jersey Historical Society; Rutgers University Press Council; Trustee, Westminster Choir College; Member, American Society for Public Administration, Bibliographic Society of America, National Education Association, Society of America Archivists, Special Libraries Association.

Education.—B.A. Rutgers University, 1934; B.S., Columbia University School of Library Service, 1936; Graduate Study-American Literature, New York University, Rutgers University, 1939–42. Honors: Litt.D., Rutgers University, 1956.

Mr. BRADEMAS. Thank you very much, Mr. McDonough.

We might perhaps hear from Miss Miller, and then we can put questions to you both at the same time concerning the views of the State libraries.

Miss Miller, perhaps you will also be kind enough to try to summarize your major points and we will insert your statement in the record in its entirety if that is agreeable to you.

Miss Miller.

STATEMENT OF MISS HELEN MILLER, STATE LIBRARIAN OF THE STATE OF IDAHO

Miss MILLER. Thank you, Mr. Chairman.

I am Helen Miller. I am State librarian of Idaho, a member of the American Library Association for 25 years, and the current chairman of the Association's Committee on National Library Week.

I was born on a farm in rural Missouri, and raised in a town of 500 with no library, so I feel especially close to those persons who even today don't have library service, or who have service which is inadequate for their needs.

I wish to speak in support of the 5-year extension of the Library Services and Construction Act. The present act expires June 30, 1971, and I feel that it is vital to the information needs of the entire Nation that act be renewed at this time.

As I have been State librarian in Idaho for 8½ years, and directly in charge of administering the LSCA program there, I would like to tell of the use which we have made of the funds, and the information needs which we still have not met.

Services

When the original LSA began in 1956, the Idaho State Library had the lowest income of any State library in the Nation—$16,000—and could not match for Federal funds. Now, in 1970, we have a State appropriation of $130,000—about a 700 percent increase.

In addition, the 1970 annual session of the Idaho Legislature finally answered our recurring pleas for a State grant-in-aid program to help local public libraries, and appropriated $100,000 for this purpose.

This may sound like Idaho has done so well that there is no need for further help—but the truth is that we started at such a low level that we still have a long way to go to catch up with other States.

In 1956, the local tax income for our public libraries was only $334,000. Now, our 100 public libraries together receive just a bit more than $1 million annually.

Idaho's total State population is less than that of a major city like Washington, D.C.; yet our area is greater than that of all New England. Nine of our counties have less than 3,000 population—and only eight have more than 25,000.

Federal funds have been the impetus for most library improvements in Idaho in the past 13 years. We see the six major public libraries of Idaho as library leaders, each in a geographical area. These city libraries serve as a foster parent to smaller libraries in the multicounty area. The city taxpayers shoulder a greater burden—and we use LSCA funds to help strengthen these six library centers. This is a concept like that proposed priority in the new LSCA—to strengthen metropolitan public libraries which serve as national or regional resource centers.

In 1963, Idaho had only seven public librarians with professional training—and no trained public librarian in the 500 miles from Boise north to the Canadian border. Thanks to LSCA funds, which have helped with scholarships, and with grants to enable the large libraries to pay enough to attract a librarian, we now have a total of 17½ professionals in our public libraries.

This month we are expecting to add four new graduates as regional assistants. This increase of 300 percent in professional staff will surely improve the quality of library service in Idaho.

Disadvantaged

I wish to endorse the concept of some priority for the disadvantaged in urban and rural areas, as proposed for LSCA.

Idaho's disadvantaged are the Indian, the migrant, the small farmer, the lumberman who has seasonal work. We have very few blacks, no Puerto Ricans, a few Chinese and Japanese, and a large Basque colony.

As all of our library service has been at a near-beginning level, service to the disadvantaged has not varied much from the service to the advantaged. Bookmobiles go to the major Indian reservations. The younger Indians use the library, but the adults largely shun it.

There is a similar situation with the migrants, who are now becoming permanent residents in increasing numbers. Library service is limited by the ability to read, and the materials which are available. We find that the migrant may speak a Tex-Mex mixture, but finds Spanish books as difficult as English. The vocabulary in the home is very limited, and the students are not able to compete with Anglo children at the same age level.

Indian parents may not talk much, may use a dialect which is not a written language. The children are taught English in school, and there is a deplorable lack of reading material of interest to a reservation child.

In a small effort to gain Indian material, we are sponsoring a project for the taping of Nez Perce Indian tales—in the original Nez Perce, followed by an English translation, and then an English typescript is made.

A followup should be printing and illustrating these stories, so that the Indian children can read stories which belonged to their elders. We aren't sure when or how this can be done. But we do hope that we can proceed with the taping before the few older Indians are dead.

The Indians of the Bannock-Shoshone, at Fort Hall, have received national publicity for the high suicide rate among the young men, and the sense of desperation and futility which this reflects. The Pocatello Public Library gives bookmobile service to the reservation residents—but something more is needed. Perhaps young Indians who have a sense of commitment to the reservation and its people would be willing to undertake an "outreach" library program—and take books to the lodges, plan programs for the small children, manage discussion groups for the teenagers, show films, tape stories. Working with the Indians is very slow, and the white man is not very welcome.

In the past, we have made our LSCA grants to existing public libraries, to improve their services, or to extend services to unserved areas with the object of establishing new libraries with a local tax base. The Indians and the migrants, however, do not contribute a property tax. Thus, if we are to give library service to these groups, I now believe that we must do it directly with Federal and State moneys, and not depend on a grant to the local public library.

I do hope that the new LSCA will authorize sufficient appropriations to allow us to continue to help the established libraries—who certainly need help—and also to begin to provide direct service to these special groups.

Interlibrary Cooperation

Interlibrary Cooperation, funded with title III of LSCA, means a lot in a sparsely settled State like Idaho. No library has adequate funds, adequate materials, or staff. Therefore, cooperation is a necessity.

As one of our first projects under title III, we established a teletype network. It now operates among the three largest academic libraries, the six regional center public libraries, and the State library. All other libraries have access to the network through a telephone credit card.

Idaho is accustomed to looking to its neighbors, Washington, and Oregon, for most examples of progress—but in our Litty (Libraries of Idaho Teletype) we have been the innovator in the Northwest. Approximately 1,700 messages are sent each month, requesting books or reference materials.

Another pioneer teletype service which the Idaho State Library administers is a medical TWX tie-in, providing a link between Idaho and the Health Sciences Library at the University of Washington, Seattle. An average of 100 medical requests are forwarded each month, and a photocopy of the needed material is mailed directly to the patron.

Other Idaho title III projects which are significant include the microfilming of old Idaho newspapers so that these early records can be preserved and available for library users. A union list of magazines and other serials in our 20 major libraries is just coming off the press. We have helped fund a new program sponsored by the Western Interstate Commission on Higher Education (known in the West as WICHE) to provide continuing education for library personnel in the 12 Western States.

I endorse the proposal to give title III 100-percent Federal funding. These projects of cooperation are for the benefit of libraries of all types, and their users. Staff time in the many participating libraries more than matches the Federal share.

CONSTRUCTION

I wish to include a plea for the continuation of a separate LSCA title for construction, rather than consolidating these building projects with service activities as proposed in H.R. 16365.

Idaho's construction projects have surely been the smallest in the Nation—four have been for less than $2,000—but have been very important to the communities where they are located. They have included building a 16 by 20 concrete block library in Idaho City—population 188 and the county seat of an old gold mining county, and buying a Boise-Cascade prefab unit for a library in the Teton Valley—where there was no contractor and the building season was too short for contractors to come in and build on the site.

The total cost of our 29 building projects has been $787,324 in local funds and $891,601 in Federal. The major libraries are still the ones which need the buildings the most. As a conservative estimate, $15 million are needed now just to replace the old Carnegie buildings and enable the major libraries to cope with their 1970 population instead of the 1910 population for which the buildings were designed.

In view of the fact that we have so far to go, in terms of our construction needs, I urge that title II be given continued emphasis as a separate title, and that increasing funds be authorized to carry on this essential program. The meager amounts appropriated in the past 2 years have very effectively impeded progress in extending adequate library service to all our people.

In fiscal 1970, only $7,807,000 was appropriated, which provided funds for 65 building projects throughout the country. However, 271 projects requiring $51,525,945 in Federal matching grants had originally been planned. The States represented on this subcommittee, alone, could have used $20,019,840 in Federal dollars. For your information, I have attached to my statement a summary of public library construction needs in fiscal 1970.

SPECIALIZED SERVICES

Idaho's service to residents of State institutions has been another service where we had to begin at the bottom. We only have seven fully State-supported institutions—there are some advantages in having a low population. But it means that there often aren't enough residents to make full-time library staff feasible.

We have, with LSCA money, helped all the institutions to purchase books, employ staff, begin programs. Above all, we have tried to get the institutions' administrative staff to realize that the library can help in the treatment program. We are making headway slowly. The prison library, for example, now has a carpet on the floor and tables and chairs.

But we still have no professional librarians in the institutions, and the bookstock is far from adequate.

Our service to the blind and handicapped is being purchased on contract from the Utah State Library in Salt Lake City. Now we are considering setting up this program in Idaho. It may cost more, but we believe that we can give a better service to our residents by having the materials and staff in Idaho.

SUMMARY

Finally, Mr. Chairman, I do urge passage of the proposed LSCA, and that it be done by this Congress, this year.

In addition to opposing the outright consolidation in H.R. 16365 of all the programs currently authorized by the existing law, I also oppose the provision in that bill of a $200,000 basic allotment. That would be $85,000 less than we are currently eligible to receive. With increasing needs, this lower figure is totally unrealistic.

Furthermore, since any remainder is to be apportioned on the basis of population, a low $200,000 allotment would be detrimental to the smaller States, such as my own State of Idaho.

Thank you, Mr. Chairman, for the privilege of appearing before the Select Subcommittee on Education, on behalf of libraries.

(The attachment accompanying the statement follows:)

SUMMARY OF PUBLIC LIBRARY CONSTRUCTION NEEDS IN FISCAL 1970

	Number of projects ready for funding	Amount Federal share needed in fiscal year 1970	Amount Federal funds allotted fiscal year 1970
Alabama	7	$777,500	$144,077
Alaska	3	600,000	84,436
Arizona	3	600,000	105,542
Arkansas	7	562,500	115,038
California	16	3,680,000	388,295
Colorado	9	495,000	114,404
Connecticut	7	1,200,000	129,729
Delaware	(1)	(1)	88,754
District of Columbia	1	273,000	94,985
Florida	1	214,000	177,125
Georgia	6	800,000	157,345
Hawaii	2	500,000	92,412
Idaho	8	2,000,000	93,087
Illinois	(1)	(1)	277,743
Indiana	4	1,000,000	171,455
Iowa	4	330,000	134,089
Kansas	8	2,672,514	122,734
Kentucky	9	1,019,304	139,594
Louisiana	4	2,290,000	143,887
Maine	(1)	(1)	99,012
Maryland	(1)	(1)	140,820
Massachusetts	8	1,000,000	180,990
Michigan	12	2,500,000	233,453
Minnesota	6	1,800,000	146,963
Mississippi	7	841,000	122,724
Missouri	2	250,000	164,733
Montana	(1)	(1)	93,236
Nebraska	4	500,000	107,683
Nevada	2	200,000	85,596
New Hampshire	5	600,000	91,905
New Jersey	12	2,0000,000	199,000
New Mexico	(1)	(1)	98,654
New York	20	5,000,000	409,187
North Carolina	5	934,250	169,369
North Dakota	(1)	(1)	92,405
Ohio	6	1,200,000	270,392
Oklahoma	3	2,600,000	125,669
Oregon	10	1,525,000	114,693
Pennsylvania	10	1,775,000	302,031
Rhode Island	2	325,000	96,859
South Carolina	5	289,400	126,735
South Dakota	2	675,000	93,348
Tennessee	6	3,500,000	149,969
Texas	10	1,000,000	267,906
Utah	(1)	(1)	97,470
Vermont	2	130,000	87,648
Virginia	2	272,000	157,812
Washington	10	1,839,840	135,966
West Virginia	10	2,600,000	116,492
Wisconsin	7	1,225,000	157,514
Wyoming	4	315,000	86,474
Total	271	51,525,945	7,597,250

1 No reply.

Biographical Data

HELEN M. MILLER

Present position.—State Librarian, Idaho State Library, 615 Fulton Street, Boise, Idaho.

Previous experience.—Engineering Librarian, Univ. of Arkansas, 1941–43; Circulation Librarian, Springfield, Missouri Public Library, 1943–45; Army Librarian, Ft. George G. Meade, Maryland, 1945–46; Librarian, Cole County Library, Jefferson City, Missouri, 1947–49; Librarian, Jefferson City & Cole County Libraries, 1949–55; Air Force Librarian, USAF in Germany and England, 1955–58; Consultant, West Virginia Library Commission, 1959–61; State Librarian, Idaho State Library, 1962–date.

Professional activities.—Member, American Library Association Council, 1952–53, 1963–67, 1969–present; Chairman, American Library Association Committee on National Library Week, 1969–present; Secretary, American Association of State Libraries, 1962–63; Chairman, Library Administration Division Small Libraries Publications Committee, 1968–present; Second Vice President, American Library Trustee Association, 1965–66; President, Missouri Library Association, 1952–53; President, West Virginia Library Association Public Library Division, 1960–61; Member, Executive Board, Idaho Library Association, 1962–present; Member, Pacific Northwest Library Association.

Other activities.—President, Business & Professional Women's Club, Jefferson City, Missouri, 1951–52; Member, League of Women Voters, Boise Chapter; Member, Zonta International, Jefferson City and Charleston Chapters.

Education—A.B., Drury College, Springfield, Missouri, 1940; B.S. (Library Science), University of Denver, 1941; some graduate work at Wayne State University, University of West Virginia, and University of Washington School of Librarianship.

Mr. BRADEMAS. Thank you very much, Miss Miller, and Mr. McDonough.

I take it that I do not misrepresent the position of State libraries if I say that you support an extension of the Library Services and Construction Act, that you do not wish to see the consolidation of construction programs with service programs.

Is that right on the part of both of you?

Miss MILLER. Yes, sir.

Mr. BRADEMAS. You feel that the proposed percentage set aside for evaluation purposes is unwise; is that correct?

Miss MILLER. This is correct.

Mr. BRADEMAS. You believe that the $200,000 basic allotment in Mr. Ayres' bill to be too small a figure and that you would prefer maintaining the present figure.

Mr. MCDONOUGH. Not going below that.

Mr. BRADEMAS. I also ask if you are familiar with the bill which has been reported by the Senate Labor and Public Welfare Committee which, I understand, is shortly to be considered on the floor of the Senate.

Miss MILLER. Yes.

Mr. BRADEMAS. Is it your position that you would prefer the passage of that bill which, as I have seen the full committee print of August 1970, is numbered S. 3318? Are you familiar with that committee print?

Mr. MCDONOUGH. Yes.

Mr. BRADEMAS. Is it my understanding that you would support the passage of this bill as reported by the Senate Labor and Public Welfare Committee?

Miss MILLER. Yes; it seems to have more elements that are satisfactory in it than H.R. 16365.

Mr. BRADEMAS. Could I ask you to spell out a little more clearly why you are opposed to the consolidation of the, I believe, five programs under the Library Services and Construction Act, consolidation which is represented in the bill, H.R. 16365?

Mr. MCDONOUGH. I am not directly opposed to that, Mr. Chairman.

As an administrator of these programs, I think they can be made to work in a number of different ways. If it is the desire of the administration, the Federal Government, to streamline the programs, we can make do with strong exception in the case of title II which, I think, really should be kept separate.

In all candor, I can live with the program as it is now being administered with definite amounts for these titles.

Mr. BRADEMAS. I might observe, because I may by my question not have fairly put the problem, but as I understand it, the Senate committee bill would consolidate the present library program in that it would bring together titles I and IV, that is to say, the services title, and the specialized State library services title under which there are included part A, State institutional library services, and part B, library services for the physically handicapped.

Mr. MCDONOUGH. Yes.

Mr. BRADEMAS. Then there would be a separate title which would leave construction by itself. There would be a third title for interlibrary cooperation. While in the bill before this subcommittee at the moment all five of the programs which are contained in the existing four titles of the act would be consolidated into one program. I just want to make clear it is my understanding that the issue, at least the issue represented by these two particular bills, is not whether there is consolidation, whether there should be consolidation or not, for consolidation is provided for in both bills, but, rather, what programs are to be consolidated.

Miss MILLER. In comparing the two bills, I believe that the Senate provisions do come nearer meeting the needs of State agencies in administering the program in that those three programs that would be contained in title I of the Senate bill are services programs.

The construction title, title II, is a completely different type of program and interlibrary cooperation, title III, is different in that funds there are used to support library programs in many types of libraries, not just public libraries. But the combining of title I in the present act and the two programs under IV–A and IV–B, are services titles directly related to the users. Therefore, it seems logical to me to combine those.

Mr. BRADEMAS. Thank you.

Mr. McDonough, do you have anything to add on that point?

Mr. MCDONOUGH. Just one small point.

I am concerned slightly that when you combine these very special services to institutions, blind and handicapped and package them along with general public library services, we further increase the element of competition for one sum of money that the States are asked to administer.

Some of this competition is healthy; some of it is very tough, subject to outside pressures, and it may provide problems for us. These are not insurmountable. I merely cite them to indicate that when you have earmarked funds it makes it a little easier in some instances. I am sure you understand that.

Mr. BRADEMAS. Thank you.

Mr. Meeds.

Mr. MEEDS. Do you have statistics indicating what the contribution of all States has been in proportion to the Federal contribution in the different categories, for instance, in construction, in services, and then in the cooperative aspects?

Mr. MCDONOUGH. Mr. Meeds, I don't have those. Mrs. Miller referred to them in her testimony. I am sure that the administration witnesses, Mr. Lamkin and colleagues, have that available for you, sir.

Mr. MEEDS. Mr. Chairman, may I ask any of the witnesses if that information will be put in the record?

Does any witness intend to put that information in the record?

Miss MILLER. I am sure we can get it and have it put in the record.

Mr. MEEDS. Mr. Chairman, I ask unanimous consent that the proportion of State funds to Federal funds in the past 2 fiscal years be inserted for our information.

Mr. BRADEMAS. Without objection, that information will be inserted when it becomes available.

(The information referred to follows:)

LSCA ALLOTMENTS AND STATE AND LOCAL EXPENDITURES, 1967–70

	1967		1968	
	Federal allotment	State and local expenditure	Federal allotment	State and local expenditure
Total	$76,000,000	$149,010,880	$68,000,000	$178,881,053
Title I	35,000,000	96,904,311	35,000,000	109,400,526
Title II	40,000,000	52,106,569	27,185,000	66,137,397
Title III	375,000	([2] [3])	2,375,000	[3] 631,168
Title IV–A	375,000	([2] [3])	2,120,000	[3] 1,698,402
Title IV–B	250,000	([2] [3])	1,320,000	[3] 948,560

	1969		1970	
Total	$49,894,000	$225,602,713	$43,266,250	[1] $176,837,977
Title I	35,000,000	138,275,015	29,750,000	150,689,673
Title II	9,185,000	78,034,272	7,807,250	16,987,576
Title III	2,281,000	3,028,097	2,281,000	2,334,312
Title IV–A	2,094,000	4,122,484	2,094,000	4,209,880
Title IV–B	1,334,000	2,142,845	1,334,000	2,616,536

[1] Preliminary report.
[2] Not required.
[3] Fiscal year 1967 and fiscal year 1968—100-percent Federal funding.

Mr. MEEDS. Maybe just a horseback guess now:

Do you think the ratio is $5 to $1 for construction, $2 to $1?

Mr. MCDONOUGH. In New Jersey, it was six or seven to one, local to Federal; $4.5 million as against $28.5 million, I think it is pretty good seeding.

Mr. MEEDS. As I understand it, when the Federal appropriation went down very dramatically you dropped from around 12 to 13 libraries in construction to two.

Mr. MCDONOUGH. Yes, sir.

Mr. MEEDS. So that, what we really lost then in terms of that cut was approximately 14 times as much as it might appear just from the Federal funding.

Mr. MCDONOUGH. Yes, sir.

This construction program, Congressman, produced the greatest spurt in public library building since the days of Andrew Carnegie. The grants Andrew Carnegie made in New Jersey resulted in 30 new library buildings in the early years of this century. There were not too many built in that interim period until this construction title was added to the LSA. There were a few built as WPA projects but they were few and far between.

Mr. MEEDS. As I understand, the main difference in the two bills is the consolidation of all of these titles in both bills but in one all funds would be consolidated under a State plan type of operation and in the other bill, the Senate bill, the funds would be consolidated only insofar as they would be in three different kinds of earmarked categories; one would be services, one construction, and then cooperative and prisons and others would be in the third section.

Would either one or both of you as State librarians, would you like to be able to have some certainty as to what type of building program you could forecast for your State in terms of funding?

Miss MILLER. Yes; it would be of great value to all the States in the country.

Mr. MEEDS. Would that be possible under a 1-year State plan as required by the Ayres bill, where all the titles are consolidated in a lump sum?

Mr. MCDONOUGH. I think it would create more difficulties in trying to protect what we can do over, say, a 5-year period.

Some of these plans take 2 or 3 years to bring to fruition and we at the State level are encouraging and working with these people.

For example, we have a first-class advisory committee that reviews all of these plans minutely, meets with the library boards of trustees, the librarian, architect, mayor, and other officials. This process has resulted in buildings of enormously greater quality than would otherwise be possible, but there has to be a continuum if you are going to have really effective results.

Mr. MEEDS. So, either one or both of you would like to know that Congress not only has a commitment to libraries but to specific aspects of libraries, construction, for instance, and services, and so on.

Miss MILLER. That is correct.

Mr. MCDONOUGH. I certainly feel that way.

Mr. MEEDS. Fine.

I think that is all.

Thank you, Mr. Chairman.

Mr. BRADEMAS. Thank you very much.

We appreciate your testimony, Miss Miller, and Mr. McDonough.

Mr. MCDONOUGH. Thank you.

Miss MILLER. Thank you, sir.

Mr. BRADEMAS. I had asked if our distinguished Idaho colleague was here because I know he would like to make an observation with respect to the testimony of a citizen of his State.

I call on one of the ablest members of our subcommittee, Mr. Hansen.

Mr. HANSEN. Thank you.

Let me apologize for my late arrival, which was occasioned by a conflict in committee meetings. Both of the subcommittees of which I am a member were meeting and both of them, it turns out, had among the list of witnesses very dear friends. Hence, my tardy arrival.

I would like to say what a great personal pleasure it is to join in extending a very warm welcome to Helen Miller, who is not only an old and dear friend of mine and very valued friend, but a very distinguished librarian for the State of Idaho.

Idaho has benefited tremendously from the very capable leadership that she has brought to this position. We are very proud to have Helen Miller back here speaking for the librarians in these committee hearings.

Thank you, Mr. Chairman.

Mr. McDonough. May I, in passing, Mr. Chairman, remind the Congressman that my wife was born in Jerome, Idaho.

Mr. Brademas. You may.

Thank you very much.

Our next witness is Mr. Lamkin, Associate Commissioner for Libraries and Educational Technology, Office of Education, Department of Health, Education, and Welfare.

Mr. Lamkin, this is your first appearance before the subcommittee. We are pleased indeed to welcome you here. We wish you well in your new position of responsibility.

STATEMENT OF BURTON E. LAMKIN, ASSOCIATE COMMISSIONER FOR LIBRARIES AND EDUCATIONAL TECHNOLOGY, OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY DR. ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION; AND RAY M. FRY, DIRECTOR, DIVISION OF LIBRARY PROGRAMS

Mr. Lamkin. Thank you, Mr. Chairman.

Mr. Chairman and members of the subcommittee: I am pleased to come before you today to recommend extension and improvement of the Library Services and Construction Act.

Since the act was first passed in 1956, it has significantly expanded services in public libraries throughout the country, supported new library construction, and promoted interlibrary cooperative networks. The Library Services and Construction Act has also provided library services in a whole range of State institutions (such as penal institutions and hospitals), and special materials and services for the physically handicapped (including the visually handicapped), unable to use ordinary library materials. I am attaching as an appendix to this testimony some detail on the record of the Library Services and Construction Act.

In each of these five areas, the LSCA has provided important support for the States, enabling them to make library services more readily available to millions of Americans. Now, we believe the time is right to provide the States with more flexible authority which would reduce their administrative burdens and permit them to build on their experience under the act by assuming greater discretion in allocating funds among these areas according to their own priorities of need. Therefore, we are proposing H.R. 16365, to extend the Library Services and construction Act through 1976, to consolidate the five existing categorical programs into a single program which would simplify and strengthen Federal library assistance, and to encourage more systematic long-range planning to meet State needs for library services.

We also recommend that the act be amended to place greater emphasis on the provision of library services to the disadvantaged, as a matter of national priority.

Problems of administration.

At best, the existing act represents a piecemeal approach to strengthening library services, which involves a great deal of redtape and discourages comprehensive planning. Each of the five categorical pro-

grams has its own authorization; each requires submission of its own State plan; three require the establishment of a separate advisory council.

To benefit fully from the range of assistance available under LSCA, a State must therefore submit five different State plans for Federal approval, keep separate accounts for the five different allocations, and appoint and support three different advisory councils. Obviously, this arrangement imposes unnecessary and duplicative administrative burdens and costs on State and local library personnel.

Less obviously, it discourages States from using the available Federal library assistance to focus on their highest priorities of need (which in any given State are unlikely to bear a direct relationship to the proportionate amount of funds appropriated by Congress to the five different categorical programs). The States have had enough years of experience with the operation of the act to be able to exert greater responsibility and discretion as to their priorities of need.

To reshape the Library Services and Construction Act into a more responsive vehicle for Federal library assistance to the States and localities, therefore, we urge enactment of H.R. 16365. The bill would fuse the five existing programs into a single, comprehensive library services and construction program. It would streamline State plan requirements. In addition, it would encourage greater attention to the special needs of the disadvantaged for libraries and library services.

H.R. 16365 would authorize a single State plan covering the purposes of all five current programs. States could use funds, then, for extending public library services to areas without those services or with inadequate services, constructing public library facilities, supporting interlibrary cooperation, promoting State institutional library services, and providing library services to the physically handicapped. Funds could also be used for planning for any of these. States could elect to appoint an advisory council directed to advise the State on its overall policies in this area; this would replace the three narrower councils now required.

As in the existing program, States would be responsible for allocating funds within the State. However, they would be free to make their own judgments as to what proportion of their allocation should be spent for each of the purposes.

A number of States have already developed long-range programs for the development of total library services, but the LSCA as currently constituted cannot be used effectively to tackle priority areas under these programs. The consolidation would achieve an LSCA program sensitive to the varying needs of 50 States as well as the District of Columbia, Puerto Rico, and the outlying areas. States will be able to concentrate funds on the kinds of services for which they have the most critical need.

In consolidating five programs into one, the number of State plans which must be submitted and approved will shrink correspondingly. A State need submit but one plan. State agency staffs have been spending an unnecessarily large proportion of time preparing documents for Federal program; H.R. 16365 will help to ensure that State officials administering LSCA programs will be able to spend more time assessing library needs and administering programs and less time writing plans to submit to the Office of Education.

We have added a new requirement that States develop a long-range program for carrying out the purposes of LSCA. This document would not be submitted for approval but it would be developed in consultation with the Office of Education. The arrangement will ensure that each State is thinking ahead about library needs and priorities for meeting them, without adding to the volume of material that must be formally reviewed and approved in Washington.

Finally, H.R. 16365 provides that a new emphasis be placed on library services for the disadvantaged, by specifying that, in the approval of projects for extending and improving public library services (including construction), priority must be given to projects serving areas with high concentrations of low-income families. Library services to such areas have traditionally lagged far behind services to wealthier areas, and such services that have been offered have too frequently overlooked the special needs of the disadvantaged. The LSCA has already begun to encourage States and localities to improve services to the disadvantaged; the new priority contained in H.R. 16365 will add new momentum to the trend.

In conclusion, we urge that the committee take action to reshape our library services and construction program while extending the LSCA. The program has brought new and improved library services to millions of Americans. It has encouraged States and localities to assess their library needs and their capabilities to meet those needs. These accomplishments have allowed the library services and construction program to outlive the need for five narrow categories of library programs. Now that States have begun to assess their total library needs and weigh their relative importance, Federal library assistance ought to assist, not hinder them in setting priorities and allocating funds accordingly. The bill before you is designed to do so, and I urge your support of it.

Last year, President Nixon, in submitting legislation for improving the administration of grant-in-aid programs, stated:

> In the administration of Federal programs, one of the principal needs today is to improve the delivery systems; to ensure that the intended services actually reach the intended recipients, and that they do so in an efficient, economical and effective manner.

We believe that the changes we are suggesting would be an important step in reaching that goal of more effective and efficient programs.

I would be glad to answer questions now. I know there has been particular interest on this bill's progress in the Senate, and I am prepared to answer questions on the provisions of the bill reported out of subcommittee in the Senate. Again, thank you for the opportunity to discuss these improvements in the Library Services and Construction Act.

(The appendix referred to follows:)

APPENDIX

THE LSCA RECORD

From fiscal year 1957 to fiscal year 1969, Title I committed $200 million in Federal resources to extending public library services to areas without adequate services. Forty-five million books and other library materials have been supplied to libraries through Title I funds, plus the required State and local matching funds; an estimated 85 million people have benefitted from the new or improved

services provided by the program. "Outreach" projects supported by Title I are bringing imaginative library services to places and people never reached by traditional libraries: to disadvantaged urban ghetto residents; to migrant workers; to residents of isolated areas. Sometimes, reaching these people has meant the creation of promising new kinds of flexible library services: the storefront library, new uses of the bookmobile, and so on. With a boost from Title I, public libraries are growing more responsive to community needs. Especially among poor and minority populations inadequately served by public libraries, there is a growing awareness that libraries must reach out to people where they are, and that their materials and services must meet community needs.

Since 1965, Title II has provided approximately $140 million for new library construction, matched with $343 million in State and local funds. These funds have provided assistance for about 1,565 new, enlarged and remodeled library facilities within reach of over 50 million people, some for the first time.

Title III of the LSCA provides for the creation and operation of library networks, for sharing resources among all kinds of libraries within localities, regions, States, and among States. Through Title III, libraries of all kinds (such as school, public, and academic libraries and information centers) are coordinating and sharing their resources to offer better services to the special clientele of each. After an initial planning year and 2 full years of operation, the program has aided in the creation of 45 interlibrary networks and centers serving 904 libraries. Thirty-five Title III-supported telecommunications systems now connect 800 libraries; and 14 technical processing centers, available to 300 libraries, have been established. During Title III's first 3 years, $4,563,000 has been obligated to States for the program.

One project funded under the program in FY 1969 brought together Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah and Wyoming in the development of a Regional Information Network Group (RING). Another example of last year's activities was a project continuing and expanding the services of North Dakota's Northwest Library Federation with headquarters in Minot. An LSCA Title II construction project, it bolsters the resources of small libraries in an 11-county area, through inservice training, consultant services, and centralized processing and cataloging. Other kinds of Title III undertakings included conferences and workshops on interlibrary cooperative activities and developing and/or updating computer-produced union catalogs of books, periodicals, etc.

Title IV of LSCA contains two different programs. Part A authorizes the provision of library materials and services to patients, inmates, and residents of State-operated or substantially State-supported institutions; Part B encourages the provision of special materials and services to the physically handicapped (including the blind) who, because of their handicaps, cannot use ordinary library materials. The programs have separate authorizations and separate State plans.

By the end of FY 1969, $4,189,000 in funds obligated under Title IV–A had brought library services to an estimated 300,000 people, in 500 State institutions. Of these, 400 were correctional institutions, 65 were State hospitals, and 20 were residential schools. Some States spread their allocations among all eligible institutions, for improving existing library collections and training library staff for specialized service. Other States chose to concentrate funds on fewer institutions, organizing new libraries and expanding services.

Beyond the expansion of library services and training of library staff, the program has produced three kinds of long-lasting accomplishments. During FY 1968, several States carried out surveys to assess the state of library services to their State institutions, finding most deplorable at best, nonexistent at worst. The required State advisory councils for Title IV–A have often proven invaluable, in interpreting the library needs of State institutions and in demonstrating to these States the need for State support for institutional library services. Finally, 20 States have added Title IV–A consultants to their State library agency staffs. In sum, then, perhaps the program's most important contribution has been to focus State attention on the desperate needs of libraries in State residential institutions.

An example of the program's impact is the Kings Park State Hospital in New York. Kings Park State Hospital received a title IV–A grant of $20,000 for each of 2 years, 1968 and 1969, to investigate the effects of intensive library service upon culturally deprived and emotionally disturbed patients.

As a result of the project, the hospital has added to the library staff, increased the library budget, and is planning a new library in a future rehabilitation building. The library is now a firstline department in the hospital and the librarian a vital member of the rehabilitation team.

In Wisconsin, 15 of the 19 institutions which have participated in LSCA title IV–A activity now have librarians on their staffs. Eleven are full time, four are part time. Three more institutions have hired librarians on a consultant basis to direct work done by other staff members. The full-time librarian of one institution initiated a library project in a small neighboring institution on a volunteer basis, and volunteers have contributed valuable services. The State reports with 3 years of funding, book and periodical collections have been greatly improved, and experimentation in audiovisual techniques has progressed rapidly. Additional library space has been acquired in several cases.

Title IV–B is aiding States and localities to begin to serve an estimated 2 million physically handicapped, many of them blind or partially blind, who cannot use ordinary library materials and who would benefit from special materials, equipment, and services. It is estimated that 70,000 handicapped people have already been reached by IV–B programs. States have used a total of $2,610,000 in title IV–B funds in a variety of ways: adding staff to regional libraries for the handicapped, building public awareness of the special library needs of the handicapped, identifying potential users and informing them of available materials and services, and expanding library resources in general for the handicapped. These resources include braille materials, books and periodicals in large print, records, tapes, "talking book" machines, and other specialized equipment such as book holders, page turners, prism glasses, etc.

Since one main obstacle to providing special library services to the handicapped is their "invisibility" in their communities, several States have invested program funds in locating the handicapped and registering them for services. In Louisiana, for example, the State library hired part-time consultants in a "case finding project." Operating out of seven urban public libraries, they enlisted members of professions, agencies and organizations serving the handicapped in a drive to identify and contact potential recipients of Title IV–B services.

In summary, the Library Services and Construction Act has led to a number of significant accomplishments. It has provided library services for the first time to many people never before reached by a library, such as the poor, the isolated, the institutionalized, the handicapped. It has focused State and local attention on the library needs of people and institutions inadequately served. The LSCA has encouraged the commitment of State and local resources to improving and extending the provision of libraries to serve all citizens.

Mr. BRADEMAS. Thank you very much, Mr. Lamkin, for your most thoughtful statement.

I would like to ask you two or three questions about the bill, H.R. 16365, about your statement regarding it.

On page 1 of your statement you say that you believe the time is now right for giving the States more flexible authority and to do so by consolidating the various library programs under the act.

Yet, so far as I am aware, there is no evidence, unless some is brought before our subcommittee, of a widespread demand on the part of the States for the kind of consolidation represented by H.R. 16365.

Moreover, there is even, as you have just heard, opposition to consolidation of the construction programs with some of the service programs; opposition on the part of representatives of State libraries.

Where does this proposal come from?

I am trying to understand who is pushing for it in the States.

Mr. LAMKIN. Mr. Chairman, this statement is based primarily on the objectives of the administration in trying to give more responsibility to the States in administering Federal programs.

Now, the objections that I believe were presented by State librarians, perhaps were stated without full awareness of the flexibility that the new bill would introduce to the States.

From what I can observe, the States would be given greater flexibility in having Federal and State moneys directed at their priorities.

I think this would aid those States which are lagging behind in the development of library services. It would give them more freedom in concentrating funds on construction, for example. On the other hand, States that are fairly progressive in their construction program, for example, may need to spend more of their resources on interlibrary cooperation. I think the total objective of the new bill would be to give the States that freedom and allow them to determine the priorities rather than having those priorities determined by us for them.

Mr. BRADEMAS. I appreciate that observation but do not find myself enormously enlightened by it because it always impresses me when there is no great evidence of pressure or support for a change on the part of those who are allegedly to benefit from that change.

In other words, if the States were pounding at the doors of this subcommittee saying, "Please give us more authority. Please give us more flexibility. Please give us more freedom," I think I would be impressed by that.

On the contrary, your position, as I read it, is that you wish to give them that which they do not, to any degree, seek, and I find my suspicions always raised when I see that kind of phenomenon. It would seem to me quite obvious that if we were to consolidate the construction and service programs, the political pressure at the local level for building a public library at every wide spot in the road with very scarce funds would be immense and that under the guise of providing more freedom and flexibility this could represent a really terribly damaging blow to the cause of library service in the decade of the 1970's.

This approach, I fear, and I will be glad to be persuaded that I am mistaken, would take us a century back. It would represent under the guise of progress a retreat.

What do you say to that comment?

Mr. LAMKIN. The consolidation does reflect the interest of the administration in terms of reducing the number of programs. At one time, however, we had considered a separate title for construction, and we would not be opposed to separating construction from services.

Mr. BRADEMAS. I am very pleased to hear that.

So, let me turn to just two other matters, if I may, Mr. Lamkin.

One of the points to which an earlier witness made reference in respect to the bill before us is the proposal to lower the basic allotment to $200,000 from the $285,000.

Now, the evidence before us, I am sure you will not disagree, is that there is still very great need for Federal funds for support of both library construction and services under the act.

What, then, is the rationale for lowering the basic allotment in this fashion when the program is already so modest?

Mr. LAMKIN. Mr. Chairman, we certainly recognize the need for a basic allotment in order to give States and others that are affected by the Federal funds a minimum basic operational grant. But we have attempted to emphasize the per capita allocation.

We felt that some States require less in terms of base than other States and that the present allocation would be an adequate formula for distributing funds and the per capita would add funds to meet the distribution of the population.

Mr. BRADEMAS. You indicated that you find that some States have less need than other States with respect to the basic allotment.

I have not heard any State coming in and saying, "No; we don't need this $285,000 basic allotment. We certainly wish you would drop it to $200,000."

Where is the evidence for that attitude?

Mr. LAMKIN. Part of the problem, Mr. Chairman, is that the large concentrations of people are not adequately supported with Federal funds. The per capita distribution of the funds would be aimed at solving this. The larger the base is, the less funds would be available for allotment according to population size.

Mr. BRADEMAS. Would it not be more advisable to appropriate more funds with the same basic allotment and try to resolve the problem that way rather than reducing the basic allotment? That is like the administration proposal to appropriate no money for title II of the Elementary and Secondary Education Act; it is very bad to get those school children reading books.

Now, I don't think we need to spend any longer on that particular proposition. I am sure on reflection there will be at least some who will appreciate that there is another point of view.

I have just one other question.

Mr. McDonough made the point in his statement that he was opposed to section 201 of the bill which would, as you know, provide for 1 percent set-aside appropriations for program evaluation.

As I understand his position, he had two or three reasons for opposing that. One, we already lack adequate appropriations for library services and construction and, therefore, to impose a set-aside on the appropriations of 1 percent would be to erode the supply of moneys.

Second, that he thinks it is unwise to have the program evaluation done within the granting agency.

Third, that there now exists a new agency which, in its nature, is eminently suited to the kind of evaluation which I am sure all of us feel would be desirable; namely, the newly formed National Commission on Libraries and Information Science.

What comment do you have on that criticism?

Mr. LAMKIN. We feel, Mr. Chairman, that the money set aside for evaluation is essential. We feel that in order to adminster a program of this magnitude, there certainly needs to be some built-in means of evaluating its effectiveness in order that future plans can be based on that evaluation.

Now, I agree that many times it is desirable that other groups provide some type of stimulation and evaluation, too, in order to get cross sections of thought. But I do feel that if one were to look at normal business practices one would also attempt to have built an evaluation portion in a program.

We feel without this set-aside in the legislation, very few funds will be available for evaluation. So, we do feel this is a fairly critical point and we would certainly encourage its inclusion.

Mr. BRADEMAS. Would you see anything wrong with the Commission undertaking this kind of evaluation?

Mr. LAMKIN. The present program for libraries is more or less, a granting program, administered by the Bureau of Libraries and Educational Technology in the Office of Education.

The new Commission that has been formed will certainly work with the new Bureau in deciding future plans for libraries. At the present time, there are many unknowns in terms of the relationships between these two organizations.

Until the Commission is formed, until the Commission meets, until we have an opportunity to meet with the Commission and develop some type of uniform strategy for reviewing the overall problems in the field, I think it would be totally unwise to plan on their taking action in this way at this time.

Mr. BRADEMAS. Thank you very much.

Mr. Hansen?

Mr. HANSEN. Thank you, Mr. Chairman.

Let me join the chairman in expressing our appreciation for your attendance and participation here.

I would like to pursue, if I might, some aspects of the consolidation feature of the bill.

It would help if you could outline perhaps in a little more detail some of the problems that are now encountered, both at the State level and at the Office of Education level, by reason of the provision for five separate plans.

I am thinking in terms of the personnel that may be required for administration and other difficulties that you believe could be eliminated or reduced if the consolidation features of this bill are approved and implemented.

Mr. LAMKIN. Thank you, Mr. Hansen.

In terms of the consolidation, the great benefits that we can see would be, for one, to reduce the number of State plans that would need to be submitted to the Office of Education for approval. Presently, the legislation requires that five different plans be submitted. Under the new bill, only one plan would have to be submitted for approval. So, this reduces by four the number of plans that must be approved by the Office of Education.

You, I am certain, are aware of the enormous amount of redtape involved in filing plans and in getting them approved. I have no way of estimating the number of man hours that are involved, but in our own bureau the library division has in the neighborhood of 27 people whereas the States have in the neighborhood of 500 people developing and maintaining the program.

So, I would think that reducing the number of plans that must be submitted, including the annual updating would be an enormous burden that would be removed from the States.

I think the proposed legislation is again designed to provide the States with flexibility so that they can direct their resources to those problems which they identify as most critical, whether it is the metropolitan low-income family area or whether it is for the physically handicapped.

Mr. HANSEN. Do you see any danger of the thing that the chairman made reference to and that is the sort of deemphasizing of certain important parts of the program as a result of this sort of greater flexi-

bility at the State level which may not be entirely responsive to the needs as they exist but may be responsive to the political realities and the pressures that may influence the decision on how the funds are allocated?

Mr. LAMKIN. I guess there is always some danger of that happening.

I think the experience that we have encountered with the States has been good and we do feel that they can accept this increased responsibility without some of those problems.

We do have certain guidelines which would help to counteract that problem. In addition, if the evaluation funds are kept in, these will provide a means of continuing to monitor the effectiveness by which the program is administered.

Now, I do not in any way feel that the consolidation we are urging reduces the emphasis on library programs by the administration. Instead, I believe it strengthens these programs. The administration has indicated very strong support for libraries. I think this is indicated by the establishment of the new bureau in the Office of Education, as well as the support for the establishment of the new Commission on Libraries and Information Science. So, I would say that I would expect in the years to come an increased emphasis on library programs by the administration.

Mr. HANSEN. Let me ask if the step at which the Office of Education approves the State plan and would approve the consolidated single State plan would provide an opportunity for a review and a determination that the plan is genuinely responsive to the needs as they exist in the States? In other words, is this step kind of a protection against the very thing that I think many of us are somewhat apprehensive of?

Mr. LAMKIN. The review process does provides for that; yes.

Mr. HANSEN. One final question.

You indicated that you were up to date on developments in the similar legislation in the Senate which, I understand, has emerged in somewhat different form.

It might be helpful if you could just bring us up to date on the status of the bill in the Senate at the moment.

Mr. LAMKIN. I will ask Mr. Alford to begin the comment on this, please.

Mr. HANSEN. Including any differences in the two bills.

Mr. ALFORD. I might indicate that my understanding is that the Senate bill is due to come out on the floor shortly for action on the Senate side.

The Senate bill which we have been discussing at earlier points in the testimony this morning has some basic differences with the administration proposal. The two essential differences are in the degree of consolidation.

In the administration bill, we have one title including both services and construction.

The Senate bill has three titles, one which includes all the service functions except interlibrary cooperation; a second title which includes construction; and a third title which covers the interlibrary cooperation.

In addition, the Senate bill requires the submission of a basic plan, an annual plan and a long-range plan for each of these titles. The administration proposal would have a single plan from each State covering all aspects of the single title and program.

Now, these are the basic differences. There are some other differences. For example, the Senate bill does provide that in the area of institutional programs and programs for the physically handicapped that the State must continue to spend at the level of its expenditure for these programs in fiscal year 1971. In our plan, we do protect the physically handicapped with the maintenance of effort requirement, but we do not have it for institutional support.

We would also note that all the plans, of course, under the Senate bill must receive Commissioner approval. Under our bill, we have what is known as a basic plan which has the more routine aspects of assurances that the State will comply with the regulations and conditions. The long-range plan which is to be developed under our program would be worked out in consultation with the Commissioner but would not receive a separate stamp of approval by the Commissioner.

I think these are the essential differences.

Mr. HANSEN. What change in the Senate bill as it stands now should be made to make it acceptable to the administration?

Mr. ALFORD. I believe that we would emphasize certainly the two aspects of greater consolidation and the elimination of the numerous plans which have to be approved by the Commissioner under the Senate bill.

For example, mention was made earlier of the construction provision. We were very much tempted to provide for a separate construction title for the reason that we frequently find it is useful in the budgeting context to hold down on construction where conditions warrant.

But, in following the principle that we are operating under, that we wanted to give greater flexibility to the States, we felt that it was appropriate to include construction in the single title. We feel there are some States that would perhaps have different priorities in the relationship between construction funds and the needs for particular services. We find it perfectly reasonable that they should have the authority to do this.

On the plan approval process and number of plans, we just think that the experience in the past has shown that these led essentially to a redtape paperwork operation which is really not productive in any program sense.

We would be much better off in approving the single rather simple assurance type of plan and work on a program basis in developing long-range programs and more effective programs with the States. We think we could use our personnel more effectively along these lines.

Mr. HANSEN. Thank you very much.

Thank you, Mr. Chairman.

Mr. BRADEMAS. Thank you very much, Mr. Lamkin, and Mr. Alford and Mr. Fry. We appreciate your being with us this morning and giving us your very helpful testimony.

Mr. LAMKIN. Thank you, Mr. Chairman.

Mr. BRADEMAS. Our next two witnesses are Mr. Keith Doms and Mr. Carlton Rochell of Philadelphia and Atlanta.

Gentlemen, would you like to come forward?

Because, gentlemen, we are anxious to complete these hearings today, there remains 1 hour and there are two other witnesses, the chair would like to suggest that if it is agreeable with you, that your statements be inserted as if read in the record and perhaps you would be kind enough to summarize your principal points with respect to the legislation before us, and that will enable us to put some questions to you.

STATEMENT OF KEITH DOMS, DIRECTOR, FREE LIBRARY OF PHILADELPHIA

Mr. DOMS. Mr. Chairman and Mr. Hansen, while I would like to respond to your suggestion as much as possible, I am here in a unique position.

My name is Keith Doms. I am vice president and president-elect of the American Library Association, and director of the Free Library of Philadelphia. I am the immediate past chairman of the ALA Coordinating Committee on Library Service to the Disadvantaged. Currently, I am a member of the Pennsylvania advisory council on titles III, IV–A, and IV–B under the Library Services and Construction Act.

Today I am representing the American Library Association, a nonprofit educational organization of approximately 30,000 members devoted to the purpose of developing public, school, college, and other types of libraries throughout the Nation.

The American Library Association strongly supports legislation to extend and amend the Library Services and Construction Act. A 5-year extension of the LSCA, which expires June 30, 1971, is essential if the United States hopes to provide adequate library facilities, resources, and services for its citizens in the decade of the seventies.

Under the stimulation of Federal funds—matched by State and community funds in a ratio of 3 to 1—85 million people across this country have benefited from new or improved library services since the original passage of this act in 1956. On the national level, because of LSCA, 1,500 public library buildings were constructed from 1965 to 1969 to serve 50 million people. The $135 million of Federal funds used for this construction were matched by $326 million in State and local funds.

To dramatize the benefits of this act on the State level: in my own State of Pennsylvania, for example, 56 projects under title II were realized between 1964 and 1970. With new buildings, or replacement of inadequate quarters, or improved facilities, close to 1,800,000 Pennsylvanians benefited from construction money in those 6 years. Of the $20 million in total construction costs for new and renovated libraries in Pennsylvania, approximately $8 million were Federal dollars ($12 million constituted State and local matching money).

How has this Federal aid helped in large metropolitan areas? In Philadelphia we established a reader development program to provide up-to-date pertinent materials for adults who are semiliterate and who have only a grade school reading ability but need information on

consumers' goods, nutrition, and a wide variety of other important matters. In fiscal 1969, 75,500 pieces of material on these subjects were circulated through 126 agencies cooperating with the library and working directly with these disadvantaged adults.

Eight new branch libraries were built with the use of LSCA funds in eight areas of the city of Philadelphia where the people previously had no library.

A regional film center, located in Philadelphia and administered by the Free Library, funded by LSCA and serving all of eastern Pennsylvania, circulated educational films for 37,000 showings attended by 1,874,800 persons in fiscal 1969–70.

A new package-program of specialized library service coordinated with the Model Cities program is now getting underway in Philadelphia. This includes mobile units, a library service and abstracting unit as part of a community information center and data bank, and the use of community personnel in the operation of the services.

Such projects in Philadelphia are only examples of similar programs in other urban areas of the Nation—all made possible by the stimulation of LSCA funds.

Neither these accomplishments nor the promise held out for the millions of still unreached should be wasted away by failure to extend this legislation. It has been an invaluable concept and support for the people of all ages and education and cultural levels and in aiding librarians to serve them.

Urban and rural communities from coast to coast have benefited. The funds have been well used. But the needs still existing are very real, very vital. And the deficits and gaps still existing between present conditions and adequate conditions call for continuing work.

More books are needed—to keep up with the population and information explosions. Americans were borrowing 3 million books daily from their public libraries in 1968. To meet the increasing needs of the 1970's, public library collections must be increased substantially. For 1970, the estimated deficit is 357 million volumes, or slightly below 50 percent of recognized requirements (3.5 volumes per capita). While students use public libraries significantly, we are also talking here about millions of citizens engaged in purely self-educating endeavors. This is encouraging and timely in an age when the traditional patterns of formalized education are merging more and more with the public availability of information and opinion through multiple means.

There is already a shortage of personnel in our metropolitan libraries, and because of the lack of funds for staffing these systems, further deficiencies can be expected. Of 1,102 authorized staff positions in the public library system of Philadelphia, for example, 189 were unfilled as of August this year because of metropolitan fiscal problems, now all too typical across the Nation.

More regional library centers must be established. Of the 67 counties in Pennsylvania, the people in 31 of them had no county or regional library service as recently as 1968.

More films are needed. In Philadelphia, the regional film center (already mentioned as serving the eastern half of the State) needs 7,500 prints to keep up with the demand. It now has less than 1,500.

And there are some 11½ million people in Pennsylvania. The western half of the State is served from Pittsburgh—with an equivalent gap between resources and demand.

Additional materials are needed for the physically handicapped. National estimates are that there will be 2,250,000 of these persons by fiscal 1971. They need talking books, braille books, page turners, and other special materials for reading. With the fiscal 1971 budget recommendation only 70,000 of these people can be served. The situation in Pennsylvania is no better.

For the record, I should like to submit a statement detailing the equally dire lack of library service to persons in State-supported institutions in Pennsylvania.

For all of these reasons, we urge the extension of the Library Services and Construction Act for another 5-year term, with increased funding each year.

A key element in continuing the progress made under LSCA grants thus far is the continued encouragement of interlibrary cooperation—at the local, State, regional, and interstate level. Such cooperation and mutual planning guarantee more efficient and more equitable improvement for all patrons in need of library services and resources. It is recommended, therefore, that title III be continued in its present form, with 100 percent Federal funding. The legislation should also serve to support the priority which the American Association of State Libraries places on strengthening State libraries and strengthening metropolitan libraries serving as resource centers, under title I.

At the annual conference of the American Library Association in Detroit this past July, it was voted that the association establish an office for library service to the disadvantaged and unserved. This new office will help implement ALA's long-standing goal of reaching out to the entire community. In view of this action, the strongest recommendation I would like to leave with this committee is the need for high priority attention to be given to library service to the disadvantaged.

An important breakthrough has now been made in this area. In Philadelphia we see it in the construction and rehabilitation of library buildings in inner city neighborhoods. We see it in the growing outreach of our reader development program. We see it in our unfolding projects in cooperation with the model cities program. We see it in the acquisition of all kinds of special and relevant materials, including materials in Spanish.

We are now reaching persons never before served.

The American people have benefited significantly from what Congress has provided in previous LSCA legislation.

This work must not only go forward: it must be given increased support and attention.

I thank the committee for the privilege of testifying here today on these matters of such importance to the welfare of the people of the United States.

(The attachments referred to follow:)

LIBRARY SERVICE INSTITUTIONS—PENNSYLVANIA

There are over 90 State-supported institutions in Pennsylvania. In 1968, not five of those institutions had a library program worthy of the name. The descriptions below explain the situation:

1. A prison reported 14,000 volumes. About 10,000 were fiction. Of that number, over 8,000 were women's novels with pre-1950 publication dates (some as far back as 1890) and as many as 10 copies of some titles. The small amount of non-fiction was largely sets of fiction (Dickens, Kipling, etc.). A *Television Today* dated 1936 is representative of the actual non-fiction books.

2. A mental hospital has a small building which is a combination canteen and library. The collection of materials is not bad, but it is only available to residents able to walk over, probably less than 5 percent.

3. A home for the elderly has a book collection of about 10,000 volumes. 90 percent of the books are either sets (Dickens, Kipling, etc.) in the small print of the early 1900s or books copyrighted before 1890 (memorial gifts for servicemen of the Civil War).

4. A youth institution has a library, an empty room with 14 books, their ESEA Title II books from the previous year. These are not loaned out so they will not be lost.

5. A hospital for crippled children (65 percent in bed throughout their stay) has book stacks 7 feet tall, and so close together that a wheelchair cannot be maneuvered conveniently.

6. A rehabilitation center with a large percentage of the population having some type of physical disability has 8 foot stacks, 2 areas that are too close to walk between to get at the shelves and practically no materials in the areas of the program of the institution.

Most institutions had no materials at all, or a motley collection of gifts stacked wherever there are shelves, or materials only available to a small segment of the population.

The picture has changed somewhat today. There are perhaps 10 institutions out of the total of 90 which have adequate library programs which will get better. There are another 20 in process of improvement. But, there is still a great deal to be done.

Title IV of LSCA has the responsibility for the development of library service to Pennsylvania residents who are outside the normal service responsibility of the libraries specifically mentioned in LSCA Titles I–III. The residents of State-supported institutions and non-institutionalized blind and physically handicapped are the specific residents mentioned in the Act.

At present, due to the small amount of funds available, no direct grants are being made from the program. The present funds are being used to support State-wide service in the following areas:

1. Consultant aid in the development of libraries and library programs.
2. Development of certain central collection services.
3. In-service education of untrained and partially trained personnel with responsibility for library management.
4. Coordination of agencies, organizations and groups concerned with these aspects of library service.
5. Liaison with agencies, organizations, groups and libraries concerned with the provision of library services to these patrons.

These areas and others which are presently involved in various aspects of work of the Special Library Service Division staff are being met to a greater or lesser extent. As the library service to these patrons improves, this constantly changing library program will alter its approach to reflect current needs and development.

BIOGRAPHICAL DATA OF KEITH DOMS

Born April, 1920, Endeavor, Wisconsin.

Married to the former Margaret Taylor; two sons, David L., age 14, and Peter E., age 17.

Veteran, World War II.

Present position:

Director, Free Library of Philadelphia, 1969 to date.

Director, Carnegie Library of Pittsburgh, 1964–1969; Associate Director, 1963–1964; Assistant Director, 1956–1963.

City Librarian, Grace A. Dow Memorial Library, Midland, Mich., 1951–1956.

City Librarian, Public Library, Concord, N.H., 1947–1951.

Commissioned by the U.S. Department of State to conduct a seminar on public library development in Karachi, Pakistan, March 1964.

Award of Merit of Pennsylvania Library Association in 1961.

Distinguished Service Award, Citizens Free Library, Washington, Pa., 1967.

Distinguished Citizens Award (Social Action) Alpha Epsilon Chapter, Delta Sigma Theta, 1969.

Nationally recognized as an authority on library buildings and furnishings. Has made surveys of libraries of Greensboro, N.C., Columbia, Mo., Norfolk, Va.; numerous Pennsylvania cities; the State of Tennessee and the Commonwealth of Pennsylvania.

Author of numerous articles on library planning, including chapters in *Local Public Library Administration*, published by International City Managers' Association 1964; and *A Practical Guidebook for Library Trustees*, Bowker, 1964.

Educational background:

University of Wisconsin, B.A. 1942.
Attended Harvard University 1943–1944.
Bachelor of Library Science, University of Wisconsin, 1947.

Now serving:

First Vice President and President Elect, American Library Association, 1970–
Member, Board of Directors, Freedom to Read Foundation, 1970–
Governor's Advisory Council on Library Development, Commonwealth of Pa., 1968–
Member, Board of Directors, Pennsylvania Union Library Catalogue.
President, Pennsylvania Home Teaching Society, 1969–
Member, Board of Directors, World Affairs Council of Philadelphia.
Member, Joint Committee on Coordination of Public Recreation Agencies of Phila.
Member, Museum Council of Philadelphia.
Member, Board of Visitors, Graduate School of Library and Information Sciences, University of Pittsburgh, 1968–
Other memberships: Pittsburgh Bibliophiles; Philobiblon; Science and Art Club of Germantown, Franklin Inn Club, Art Alliance:

Has served:

Chairman, Public Library Study Committee, Public Library Association, ALA, 1968–70.
Chairman, ALA Coordinating Committee on Library Service to the Disadvantaged, 1968–70.
Chairman, ALA Committee on Freedom of Access to Libraries, 1966–68.
President, Library Administration Division, American Library Association, 1963–1964.
President, Beta Phi Mu, national honorary fraternity for librarians, 1963–1964.
Executive Board, American Library Association, 1963–1967.
Chairman, Advisory Committee, Library Technology Project, ALA, 1959–1962.
Chairman, Middle Atlantic Regional Library Federation, 1957–1958.
Former Officer of New Hampshire, New England, and Michigan Library Associations.
President, Pennsylvania Library Association, 1960–1961.
Chairman, Library Development Committee, Pennsylvania Library Association, 1962–1963; 1965–1967.
President, United Mental Health Services of Allegheny County, 1963–1965.
President, Pittsburgh Torch Club, 1960–1961.
President, Pittsburgh Regional Library Center, 1967–1969.
Member, Board of Directors, WQED–WQEX, Pittsburgh.
Member, Board of Directors, Historical Society of Western Pennsylvania.
Member, Board of Directors, World Affairs Council of Pittsburgh.

Mr. BRADEMAS. The Chair is very pleased to welcome the distinguished chairman of the full committee, the gentleman from Kentucky, Mr. Perkins, who has been a pioneer leader in the library field.

We want to thank you, Mr. Doms, for your statement. I will call upon Mr. Rochell for his statement and then I will be glad to put questions to you.

STATEMENT OF CARLTON ROCHELL, DIRECTOR, PUBLIC LIBRARY OF ATLANTA

Mr. ROCHELL. Mr. Chairman and Mr. Perkins, my name is Carlton Rochell. I am director of the Atlanta Public Library. Since 1960, I have directed libraries in Mississippi, Alabama, Tennessee, and Georgia. Prior to that I was a student at Florida State University. I was born in rural middle Tennessee. You might say that I know the South.

I am indeed pleased to be here today and to have the opportunity to speak in support of a 5-year extension and expansion of the Library Services and Construction Act.

These are trying years, we would all concede. They are so demanding that they do more than try men's souls. They test the fullest of our mental capacity, our intellectual ability. We in the educational world are especially sensitive to the crucial nature of change.

I was struck by a quotation I read recently from Governor Berkeley of Virginia in 1670. He was opposed to free schools, and he said—

> I thank God there are no free schools. I hope we shall not have them these hundred years; for learning has brought disobedience and heresy and sects into the world.

Governor Berkeley doubtless gaged correctly, by his own standards, the effects of education. Freedom to develop and exchange ideas will always bring change.

Having studied mathematics and economics as an undergraduate, I am continually struck by the simple fact that the public library is the most economical and most effective educational tool yet devised by man. In these times of throwing around dollar figures in the billions, it is truly amazing to consider that for a mere $6 a year every person in this country can have total access to an information system capable of opening all doors. Without a doubt, there is a potential in libraries that is just now being tapped. I speak specifically of programs for the educationally, socially, and culturally disadvantaged of this country. It is a simple, irrefutable fact that funds made available through the Library Services and Construction Act have caused a national awareness of the potential for constructive social change through books and libraries.

It is also a fact that, without a continuing and increasing commitment of funds at the local, State, and national level, this long overdue awakening will be all for nought. When the Library Services Act was first passed in 1956, we talked in terms of the expensive nature of launching bookmobiles into the rural areas of this Nation. In the 1970's the cost of mounting effective programs that will be used in the ghettos of our cities is 10 times that same amount. Extending library service into deprived neighborhoods to reach the nonreader, to serve most meaningful those now unserved, calls for sizable sums.

There are two programs made possible in the State of Georgia through Library Services and Construction Act funds which I would briefly like to mention. First, the program for the blind and physically handicapped—a program established in 1967 to provide direct mail service of Braille talking books tapes, and large-type books. During the 2 years 1967–69, circulation of these materials has increased 50 percent (100,334 to 148,400). During the same time, the number of readers participating has jumped 150 percent (from 2,546 to 5,510). Significantly, the number of volumes per reader has shrunk from 37 to 20. The service is growing faster than the availability of materials.

The director of the program has complained that the staff has not grown with these impressive statistics. He went on to say that without Federal grants to support the project, objectives of the State plan would have been, and would continue to be, hopelessly utopian.

Under a still fledgling title IV–A program, we now have book collections in every prison and prison branch in Georgia. Because of limited funds and the nature of the service, much of this work has been carried on through use of paperbacks, newspapers, magazines, and prints. The program has enjoyed phenomenal popularity and success. The following statement by the director of the program on goals for 1970 indicates how far we have yet to travel in this area: "We hope in 1970 to increase the ratio of books to men from 1:1 to 2:1. As you know, the school media standards now call for a ratio of 25 books per student in our public schools." If we are serious about rehabilitating those in our penal institutions, we must provide them with quality library service to give them the educational, recreational and vocational resources they need to return to society.

The framework for improved programs is there. It is working. It is needed. Without continuing commitments through the Library Services and Construction Act, these efforts will all have been in vain.

I would like to spend the remainder of my time discussing some concrete results of the Library Services and Construction Act which exist in my own professional background. As director of the Knoxville, Tenn., and Anniston, Ala. public libraries, it was my good fortune to be a part of two very similar plans to abolish separate city and county libraries, establish joint libraries, and replace two 60-year-old central buildings with modern facilities. Federal and State money under titles I and II of the Library Services and Construction Act enabled us to make these improvements. It is a matter of record that neither of these accomplishments would have reached reality if we had not had the promise of construction funds and additional book funds. Of some $3 million expended for construction, less than one-fourth came from LSCA and Appalachian Redevelopment funds, yet that was enough to make the partnership click.

Shortly after my arrival in Atlanta, I was instrumental in establishing a committee under the local council on governments to study the problems of library service to the Metropolitan Atlanta area. As chairman of this committee for the past year and a half, it is quite evident to me at this point that the only way we will ever get library service across county lines on a nonfee basis in Metropolitan Atlanta is through a source of funds filtering down from the State and/or Federal level.

Atlanta, as you know, is a national city. It is indeed the melting pot for the entire Southeast. It is also, along with a number of our other great cities, facing almost insurmountable financial problems. The city library is an island in a sea of suburbia, maintaining the only in-depth collection of public library materials for an area of almost 1½ million people. Over one-third of the use of central library collections is by nonresidents or, in more specific terms, by people who do not help support the collections. At the present level of funding, the State library is so over-extended in the maintenance of a regional library system in the State that, without new money coming into the city, we see no way of alleviating this situation. Somehow, in some way, we need direct money into the city at a level sufficient to develop and nurture the collections and open the door to all residents. Therefore, I particularly urge adoption of the proposed amendment to make funds available under title I of LSCA for the strengthening of metropolitan public libraries which serve as national or regional resource centers.

In other areas, the Atlanta Public Library is fast assuming the role of catalyst in the social revolution which is taking place in our region. Informal, flexible, adaptable, and with a definition that leans more heavily on the term "communications" than that of "reservoir," the Atlanta Public Library has made significant strides in assisting various agencies in solving the educational and social ills in our city. Some of these projects are made possible through LSCA funds; others, through other grants, largely Federal.

Among those I will briefly mention are:

(1) Project Enlarge: In this program, a portable darkroom was constructed out of scrap lumber in the basement of the public library and was then moved from neighborhood to neighborhood where teenagers were encouraged to learn to become expert photographers while interacting with pre-school children in a story-hour situation. The results of this project have been amazing. The cumulative body of materials is now on national tour in 15 of the major cities in the United States. The attached brochure, with quotes from the Honorable Julian Bond and the Honorable Sam Massell, will give you some idea of the respect which this program gained in the community.

I might mention one item. This program is now associated with the newly established Postal Street Academy in Atlanta and the 17-year-old, part-time director of that project is Donald Carmichael, one of the first participants in the program.

(2) Mobile service: When I arrived in Atlanta on January 2, 1968, the library was in the process of surplusing a 1954 bookmobile. It was retrieved, painted brick yellow and orange, stocked with magazines, paperbacks, children's books, and black history materials, and became the initial prong of a multifaceted inner city program. This program has now grown to three such bookmobiles and an additional mobile unit called the Free Reeler which is equipped with rear projection equipment, seating for 25 people, a stereo-player, and shelves for small book collections. The success of this program has been phenomenal. The investment has been modest. I might point out that the entire program was made possible through our LSCA grants.

In regard to the proposed LSCA amendments of 1970. I favor a broad public library service program under title I, emphasizing special programs to meet the needs of the disadvantaged, with increased funds for this purpose and for metropolitan public libraries which serve as national or regional resource centers.

However, I firmly oppose the bill which would consolidate construction projects with service programs—H.R. 16365. Public library construction should be retained as a separate program under title II. Unless rather rigid safeguards were incorporated into an act consolidating construction with service libraries there would be pressured, to construct buildings at every crossroad in every rural county commissioner's district across the South. Consequently, funds sorely needed for books, services, and interlibrary cooperation would be drained off for buildings.

To summarize: The evidence from my experience indicates that continuation of LSCA is essential to provide flexible library programs adapted to current needs of modern society. The effect of increased motivation, of stimulation of imaginative planning and programing in local and regional libraries, is of far greater value than the money involved. I am attaching some examples of the effects of this stimulation which support this concept and ask that they be inserted in the record as a part of my testimony.

In conclusion, I wish again to urge a 5-year extension and expansion of the Library Services and Construction Act, and further, to thank the members of this committee for the privilege of speaking before you today.

(The attachments accompanying statement follow:)

EXAMPLES OF THE CATALYTIC EFFECT OF LSCA ON THE ATLANTA PUBLIC LIBRARY

These projects are not necessarily significant in themselves but they point out that, because of an initial program started with an obsolete 1954 bookmobile and developed through Library Services and Construction Act funds, the Atlanta Public Library is becoming the agency foremost in the minds of the many cultural, educational, and social agencies that need catalytic help in the form of information and resources. This, to me, is the city library at its best. This also explains why increasing Federal funds for building library collections and services should be channeled into the national cities of this country, so that the metropolitan library can indeed come into its own.

Late last year, the Library began operation of a new program called Institute for Urban Communications. With private donations and a grant through the Georgia Commission on the Arts, using National Endowment for the Humanities funds, a notable start has been made toward documenting (through sound and visuals) the process of growing up in today's city. There is a high probability that this program will be picked up by either educational or commercial television, and we are hopeful that it will even be syndicated. Again, this is the library as communicator.

Just about a year ago, the Atlanta Public Library received the first Model Cities grant for public libraries in this country. Through this grant, storefront libraries in two communities were opened and two more are in the process of opening. Deposits were placed in Federal housing projects, film programs established through Economic Opportunity Atlanta centers and other places where people of the area congregate. Just this week, as the City attempted to cool an explosive situation in the Summer Hill community of Atlanta, the Library was called on for special projects such as film programs, field trips, etc. It was significant that the Library was the only agency of government located directly in the heart of the most explosive area of Summer Hill.

In still other programs, we are presently working with the Atlanta Housing Authority to set aside space in all major public housing facilities for libraries to be placed there and operated under a cooperative program with the tenants' association in each. We are also working closely with Economic Opportunity Atlanta and the recently established Postal Street Academy. We are in the final stages of negotiating contracts with the Postal Street Academy to operate libraries in connection with their educational programs. We were struck by the similarity of approach used by this innovative and successful program with that of the Library. In still another area, the Library mounted over the past year one of the most extensive film programs ever attempted through a city library and its branches. To date in 1970, some 110,000 persons have viewed films and enjoyed corresponding programs through the Library.

Over the past several weeks, I have met with representatives of the Academy Theatre, which recently received a major grant through the Ford Foundation for experimental theatre projects, and with the Youth Experimental Opera Workshop, working under grants from the National Endowment for the Humanities and the city schools. In these programs, young people will stage productions through branch libraries and intermingle with younger children to gain an appreciation for the spoken and written word.

BIOGRAPHICAL DATA OF CARLTON ROCHELL

Present Position: Director, Atlanta Public Library, Atlanta, Ga.

Previous Experience:

Director of Public Libraries, Atlanta, Ga., Jan. 1968, to present.
Director of Public Libraries, Knoxville, Tenn., 1965–66.
Director of Public Libraries, Anniston, Ala., 1963–65.
Director of Public Libraries, Hattiesburg, Miss., 1961–63.
Special Assistant to Director and Reference Librarian, Nashville Public Library 1959–60.
Seminars Atlanta University—Public Library of the city, 1969 to present.

Professional and Civic Activities:

Member: American Library Association, Southeastern Library Association, Georgia Library Association, Metro Atlanta Library Association; Technical Advisory Board—Model Cities Atlanta, 1968 to date; Education Committee, Greater Atlanta Chamber of Commerce, 1968 to date; Chairman Public Information Committee of Citizens Advisory Committee for Urban Development, 1969–70; Arts Festival Atlanta Board, 1969 to date; Executive Board of various community action committees since 1964.

Education:

B.S. Mathematics, George Peabody College, Nashville, Tenn.; Masters (LS), Florida State University Tallahassee; currently studying toward Ph.D., Urban Life Center, Georgia State University.

Mr. BRADEMAS. Thank you very much.

Chairman Perkins, do you have any questions?

Mr. PERKINS. No questions at this time. I am just delighted that the distinguished subcommittee chairman, Mr. Brademas, is moving this legislation. We want to make sure that we get a library bill in before the adjournment of the Congress. The library people—it is a credit to their organization—have done much in recent years to improve the library programs. It has been a pleasure to work with the Library Association in seeing such progress. We want to continue to see more progress.

Mr. Brademas and I will work together to see that we get a bill enacted before the adjournment of the Congress.

Mr. BRADEMAS. Thank you, Mr. Chairman.

Mr. Hansen?

Mr. HANSEN. Thank you, Mr. Chairman.

Let me also extend a welcome and our appreciation to both of you for your helpful testimony. I would only ask one question. Perhaps

both of you could respond to it. That is, with respect to the consolidation features of the bill which were not really touched on to any extent in the prepared statements, could you give us some reaction to the principle of consolidation and the extent to which you think it might be effectively accomplished in this legislation?

Mr. DOMS. Mr. Hansen, I certainly respect the goal of consolidation. However, I tend to view this as an ultimate goal. It seems to me that although libraries have been improved greatly over the last 15 years or so, there is a great distance to go before we come close to meeting our national standard for good library service. It is for that reason that I would personally favor retention of specific categorical titles for categorical aid.

For example—and I am speaking now as an administrator of LSCA programs at the local level, not at the State level—I would find it quite acceptable to have titles IV–A and IV–B consolidated with title I as a service title.

I should like to see title II continued as a separate title. And I think, for reasons that I mentioned earlier, that it makes great sense to retain title III as a separate title, if we are really to be effective in terms of developing and implementing significant programs of interlibrary cooperation.

Mr. HANSEN. Thank you.

Mr. ROCHELLE. The only thing I would add to that is, that I support basic provisions that Mr. Doms has outlined. I would remind you that, although this bill as far as support of public libraries dates back to 1956, title III, the interlibrary cooperation title, and the specialized services, titles IV–A and IV–B are relatively new.

To me, the great potential is yet to be reached with title III. I would like to see this title kept separate. I would like to urge that it be funded at the 100 percent level by Federal funds.

When we get into the business of anteing up matching proportions of funds through various types of libraries, it becomes almost an impossible situation. Also, the level of funding of this title has been such that we really haven't seen the potential or the possibilities under this title. So, I join Mr. Doms in suggesting that consolidation of IV–A and IV–B and title I would be acceptable, but hopefully we can retain titles II and III as separate titles.

Mr. HANSEN. Thank you very much.

Thank you, Mr. Chairman.

Mr. BRADEMAS. Thank you very much, gentlemen. Can you tell me if it is the position, Mr. Doms, of the American Library Association to support the bill S. 3318 as represented by the committee print of August 18, 1970 from the Senate Labor and Public Welfare Committee?

Mr. DOMS. I have been speaking as an individual with regard to consolidation. Miss Miller and Mr. McDonough, I think, as members of State libraries really were representing the official point of view of the American Library Association in behalf of the association.

Mr. BRADEMAS. Do I understand you to be telling me that the ALA does support this Senate committee bill? I am not sure I understand.

Mr. DOMS. It would be my interpretation that ALA, first of all, supports a 5-year extension of LSCA; that it would support increased fundings; that it recognizes the merits of the principle of consolidation, but at this point in time would look with favor only upon the type

of consolidation I have just mentioned; namely, to create a service title I which would bring into it titles IV–A and IV–B, to retain title II as a separate title and to retain title III as a separate title supported by Federal funds to the extent of 100 percent.

Mr. BRADEMAS. That is basically what the Senate Committee bill does as I understand it.

Are you representing the ALA, sir?

Mr. DOMS. Yes.

Mr. BRADEMAS. What about the $200,000 allotment at issue?

Mr. DOMS. I think that my colleagues, members of the American Library Association, would find this inadequate.

Mr. BRADEMAS. I take it that you are sympathetic to the stress which I believe is contained in both of the bills we have been discussing on more attention to problems to provide library services to the disadvantaged.

Mr. DOMS. Very much so, Mr. Chairman. Rather than having me talk about specific programs or describe further other programs that have a real impact in connection with service to the disadvantaged, I think you would be far more interested in knowing that, in my view, the American Library Association, which comprises citizen trustees, professional libraries and other interested parties, has assumed a very strong posture and indicated a firm commitment to give more and more of its effort and attention to the problems of serving the disadvantaged people of this country.

They have indicated this by word and by deed, and I think I would not be going too far afield if I were to report that the public libraries of America are in the process of making a large-scale commitment to helping to ease these problems as libraries can best do so. Over the past years, it has been very clear to me that librarians have revised some of their attitudes, new techniques have been learned, publishers are beginning to come out with materials which have more relevance to the needs of the disadvantaged adults and children, but there is a crying need at this time for more money.

In our towns of Atlanta and Philadelphia, it just is not available.

Mr. BRADEMAS. That is the reason too, I take it, Mr. Rochell, that you drew attention to the need of providing funds for metropolitan public libraries that would serve as resources for entire regions of the country.

Mr. ROCHELL. That is true. At this particular point there are a number of cities that are easily identified, and mainly these are the same cities that are facing insurmountable financial problems in every area. Yet they are responsible for maintaining the only major research collections to an entire region.

What I am suggesting here is, that of all the areas we can point to that need some assistance from State and Federal sources, I think this would be one of the two top priorities, and the other, service to disadvantaged, which is also a city problem.

Mr. BRADEMAS. Thank you very much.

I would like to observe, before calling the next witness, that I have found, Mr. Rochell, your observations on some of the problems that would arise from a consolidation of construction with services very much on target. Thank you very much, gentlemen.

There are two other witnesses this morning: Mr. Alex P. Allain, and Mrs. Margaret Warden. The Chair observes that present is our dis-

tinguished colleague, Congressman Olsen. We would like at this time to call on Mr. Olsen to present a witness from his own State.

Mr. Olsen, you may proceed.

STATEMENT OF HON. ARNOLD OLSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MONTANA

Mr. OLSEN. Thank you very much, Mr. Chairman.

It is really a great pleasure to present this dear lady from the State of Montana and city of Great Falls, who is chairman of the board of trustees of our library at Great Falls.

Our community of Great Falls has built a beautiful thing in their library. The building is great, but the contents are greater. She is one of the inspirations for this. She is one of those who went out and struggled on the streets to gather the money to build it and to continue to put the things in it that are necessary. The reason I have to vote in favor of all the legislation you have, Mr. Brademas, is that I can't offend this woman. I have to vote for everything you propose.

I hope you propose something better for the libraries of America, because, if you don't, maybe I will lose her support.

Mr. BRADEMAS. Well, that is not the least of the reasons that warrant serious consideration of the measure before us, Mr. Olsen.

Mr. OLSEN. Mrs. Warden has with her this fine young gentleman. She will introduce him.

Mr. BRADEMAS. Fine. Mrs. Warden, we are pleased to have you with us. You may proceed.

STATEMENT OF MRS. MARGARET S. WARDEN, TRUSTEE, GREAT FALLS PUBLIC LIBRARY, GREAT FALLS, MONT.

Mrs. WARDEN. It is a great pleasure to be here. I am Mrs. Margaret S. Warden, chairman of the board of trustees of the Great Falls Public Library, in Great Falls, Mont. Library trustees in Montana, as in other States, are charged with the control of free public libraries to give the people of the State the fullest opportunity to enrich and inform themselves through reading. I have been a trustee for 13 years, and regard my position as one of considerable responsibility.

I am appearing today under the auspices of the American Library Association, to endorse the proposed legislation to amend and extend the Library Services and Construction Act.

When I think of libraries, a kaleidoscope of memories sweeps over me. From the age of 5, I was a confirmed library user. It was exciting to me then to race 17 blocks to the public library to get a book for a special occasion; to skate with Hans Brinker; to race with Amundson toward the North Pole; to hide in the dark shadows with Poe; to share the love lyrics of Robert Browning. I was fortunate to be a child in a community which had a public library to give me those joys.

Certainly not everyone has had the opportunity to grow up with libraries, but since the Library Services Act programs began in 1957, a wealth of opportunities has been made available for the first time to many people. I want to tell you that the Library Services and Construction Act has meant the difference between life and death to the libraries of Montana.

As a direct result of the stimulation of LSCA, almost 150,000 people have received public library service for the first time. This one fact alone would justify the cost in Montana, but there is more. Library service which has been poor to mediocre for many of those receiving it has had a new infusion of life. The increased resources have made it more vital, more stimulating, and more worthwhile than would have been possible without the help of LSCA.

Our State is the fourth largest in the Union, encompassing 147,148 square miles, but it has only 682,000 people. Some three-tenths of 1 percent of the Nation's people live in this State, which makes up 4 percent of the total land area of the United States. I would like to support Miss Miller's statement that the $200,000 basic allotment in H.R. 16365 discriminates against those of us who live in States that have small populations and large areas. We need service points and services, but we can't compete on a per capita basis. I think we could compete on what we are providing for our people with the basic allotment we have in the existing law but not with the reduced basic allotment and greater per capita distribution proposed in H.R. 16365.

Prior to 1956 and the passage of the Library Services Act, we had scattered municipal library service and a number of county libraries, but there were many people who had no library at all. Almost 200,000 lived in counties where there were no libraries, or in rural areas not served by city libraries.

Our State library agency was a small agency trying to provide books to people throughout the State and to help local public libraries become better, subject to the limits imposed by a $21,000 annual appropriation in 1956–57 from the State legislature (now increased to $161,600 for 1970–71).

The Library Services Act and its successor, Library Services and Construction Act, have stimulated the development of public library service in Montana, the growth of the State library in strength, and fostered a spirit of genuine cooperation between libraries to make resources available to more people.

With the incentive of Federal matching funds which increased from $40,000 in 1957 to $315,354 in 1969, the State and local governments were encouraged to increase their library support by nearly $1 million—almost quadrupling their effort.

Where prior to this legislation we had no instance of library service crossing county lines, Montana now has five multicounty federations of libraries, one encompassing seven large counties and the others growing toward this number. (See map No. 1.) The residents of 18 counties in these federations have access to all of the public libraries, broadening the range of material available to them almost beyond measure.

We have accomplished this only because funds under title I of the Library Services and Construction Act were available to assist these counties in the formation of federations. Bookmobiles have been purchased, books and other library materials have enriched limited local collections, staff members have been trained, and service has expanded.

Each month, bookmobiles in these 18 counties visit 229 communities to bring library service to people who are quite remote from any library building. In one instance, in the town of Capitol, residents would have to drive more than 80 miles to the nearest library if it

were not for the bookmobile. That is a round trip of 160 miles, 57 miles on paved roads and 30 miles on gravel road.

The State library has compiled some remarkable statistics showing the increase in State appropriation for State library services and in local appropriation for public library support, stimulated by accomplishments under LSA and LSCA, since the Library Services Act was first passed. I would like your permission to have these entered in the record of this hearing, and have them attached to this statement. (See enclosure I.)

In 1956, Montana had 32 counties which had countywide library service, and 24 which had only scattered municipal libraries. In 1970, because of the federation program under title I of the Library Services and Construction Act, Montana has 44 counties with countywide library service. We are closing the gap with the help of this program. (See map No. 2.)

Title IV of the Library Services and Construction Act has made possible the beginning of a system of service to residents and inmates of Montana's State institutions. To those people who have been shut up in correctional institutions, or confined to custodial institutions, the availability of quality library service for the first time has done much for therapy and rehabilitation.

I want to give you two remarkable statistics reported by the State library. Our walk-in State prison library serving an inmate population of less than 300, reports an impressive circulation of more than 28,000 books in the year ending June 30, 1970. Our State mental hospital library, offering patients a place to get books and to come to read magazines and newspapers, reports 1,200 people coming to the library every month.

Also, under title IV of the Library Services and Construction Act, the State library has been able to offer, to blind and physically handicapped residents of the State, access to library materials and library service which far exceeds that available earlier. Almost 900 individuals are regularly receiving service from the State library in this program, nearly double the number served through a more distant regional library 3 years ago.

But Montana's story cannot be told only in terms of growth in library programs or in library support.

The construction program, title II of the LSCA, has meant tremendous stimulation in the fact of its assistance to 14 communities scattered across the State, in erection of new buildings or remodeling of older buildings for better public library service. These facilities are in areas participating in multicounty federations; from new headquarters libraries for our two largest cities to small grants to help smalltown branches of county libraries, these buildings are significant evidence of citizen interest in and pride in good library service. (See map No. 3.)

Title II funds have been particularly helpful to Montana: with our population spread over so wide an area, we require more buildings—more service points—than would a more compact State, or a city with our total population. A more compact State or large city has closer access. I can't stress too much the fact that we need more service points.

I feel that to cut the basic grant for all programs down to $200,000 and to allot the remainder on a per capita basis would really hinder us in providing these service points.

Title III of the Library Services and Construction Act, which assists in programs of interlibrary cooperation, has given Montanans a network that provides access to far more resources than any one city could possibly provide. A statewide telephone system permits public libraries direct access to the State library, and the State library direct access to academic and special library collections throughout the State. Plans are being made for expanding a telecommunications system to major resource centers beyond Montana's boundaries.

Sharing of library resources is of perhaps more importance to us in Montana and to people in other less populous States because we have no large public library and our largest university libraries fall far short of having the collections which are available in the university libraries of the more populous States. This communications network, however, means that an individual living in an isolated rural community may have available as close as his telephone and as quickly as the mails can bring it, the resources not only of any library in the State, but of the major research libraries throughout the region and the Nation.

Montana—and the other States and territories—has benefited significantly in 15 years of these programs. It is important to every one of us that they be continued so that better library service can be offered to more people to help them in their educational, informational, and recreational pursuits. These programs have been a tremendous stimulus to us in Montana and their continuation will help us in meeting our goals.

I earnestly recommend passage of the Library Services and Construction Amendments of 1970 and I would like the three titles.

I thank you for the opportunity of appearing before you today to make this statement on this essential legislation and the programs which have benefited us in Montana.

(The attachments referred to follow:)

GROWTH AND SUPPORT OF STATE AND PUBLIC LIBRARY SERVICE IN MONTANA—1956–69

Year	State appropriation for State library operation	Local appropriation for public library service	LSCA funding for Montana (excluding construction)	Population served by public libraries
1956	21,507	676,323	0	464,116
1957	21,507	601,757	40,000	465,012
1958	31,173	674,029	59,282	465,363
1959	31,173	746,130	63,486	473,022
1960	39,272	817,952	72,427	529,929
1961	39,272	891,113	72,427	579,385
1962	46,335	945,419	73,006	579,385
1963	46,335	945,420	73,006	576,350
1964	52,994	960,669	72,932	568,821
1965	52,994	1,039,872	175,179	576,649
1966	75,000	1,164,185	173,214	587,654
1967	75,000	1,194,188	192,099	586,852
1968	100,000	1,375,056	312,451	587,386
1969	100,000	1,440,822	315,354	595,589
1970	157,500	(1)	305,875	(1)
1971	161,600	(1)	(1)	(1)

[1] Figures not available at report date.

Source: Montana State Library, and annual reports from public libraries submitted to the State Library during the period. Reports for the year ending June 30, 1970, are not complete as of the date of this table (Aug. 20, 1970).

EXAMPLES

In Great Falls, we had two libraries. One was operated by the city and the other by the County of Cascade. Now we have consolidated these resources. The same is true in Kalispell, where the Flathead County Library and the Kalispell Library are now combined. This provides more and better services, using funds more widely.

The State Training School for Boys in Miles City, now has books in the cottages and films in the recreation department. When the service by bookmobile started in 1968, the boys wanted to know how to restore old cars and other "do-it-yourself" information.

On an Indian reservation, the copies of "Stay Away, Joe" are worn out because the boys like to read about one of their own.

In the Helena Girls' Training School, they have learned to read stories to "Head Start" youngsters so that they, too, can share these adventures with the brothers and sisters at home.

The love of poetry was revived in the Center for the Aged in Lewiston when Mrs. Alma Jacobs, Great Falls Librarian, recited the poems the elderly people had learned in their youth. Some even recited bits or partial lines. Now student library assistants of St. Leo's Parochial school come weekly to read aloud and talk to the senior citizens.

The Library Laws of Montana are up to date for the first time since 1915 because so many people are involved in libraries and aware of their needs.

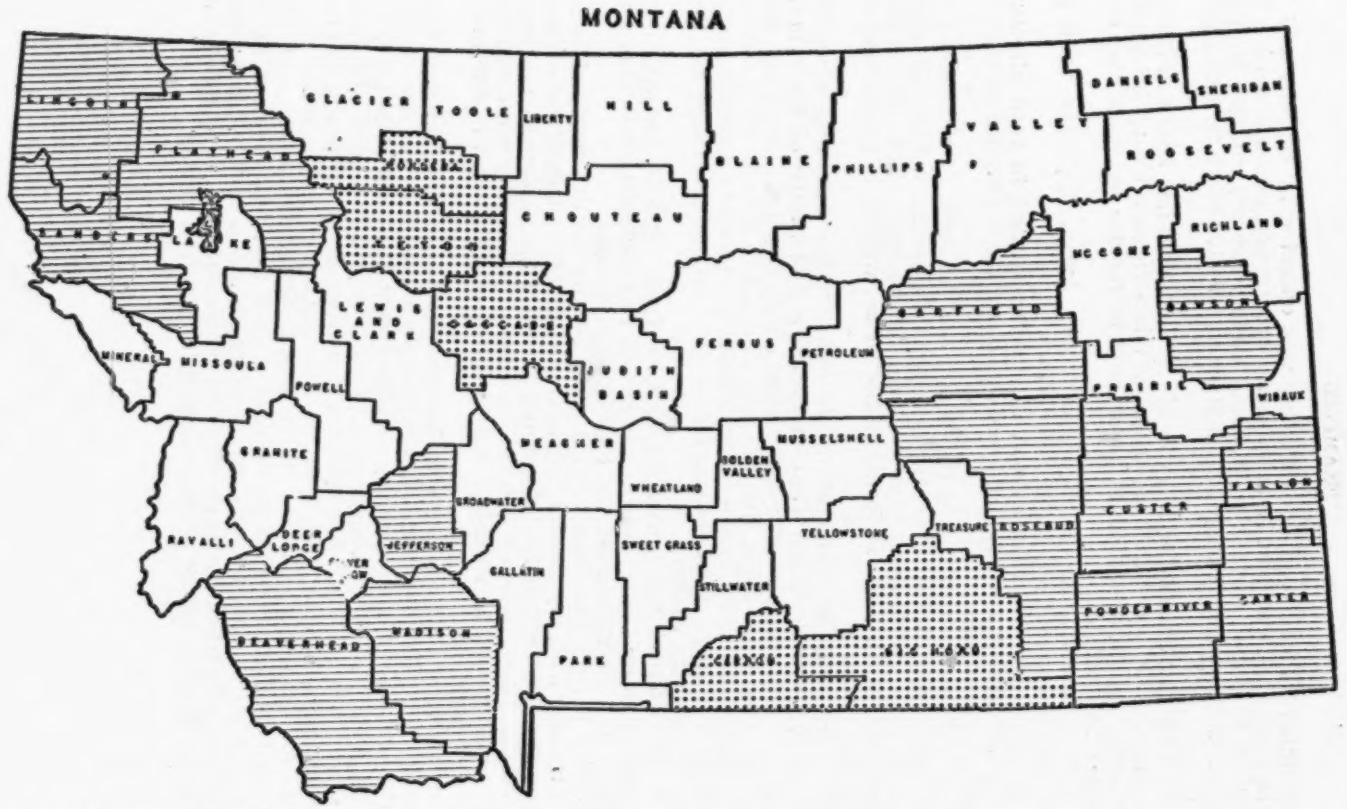
Earlier in my testimony, I mentioned Capitol. This tiny town is on the State line near South Dakota. Leaving Broadus, the bookmobile travels on paved road for 57 miles to Alzada. From here only a graveled road goes to Capitol, another 30 miles away. The Sage Brush bookmobile does a booming business for there is no library in the entire county.

In my home at Great Falls, without $239,000 from Title II, the bond issue for a new library would have failed as it had in two previous tries. This made the difference in construction of the $1,200,000 building.

Choteau, in a county that had token library service until a bookmobile and contractual service with my library provided good library service, had a chance to buy a new building for practically nothing if some Title II money could match the local funds. They collected $20,000 in a fund drive and with matching monies were able to buy and remodel this fine building that will be the hub of community activity.

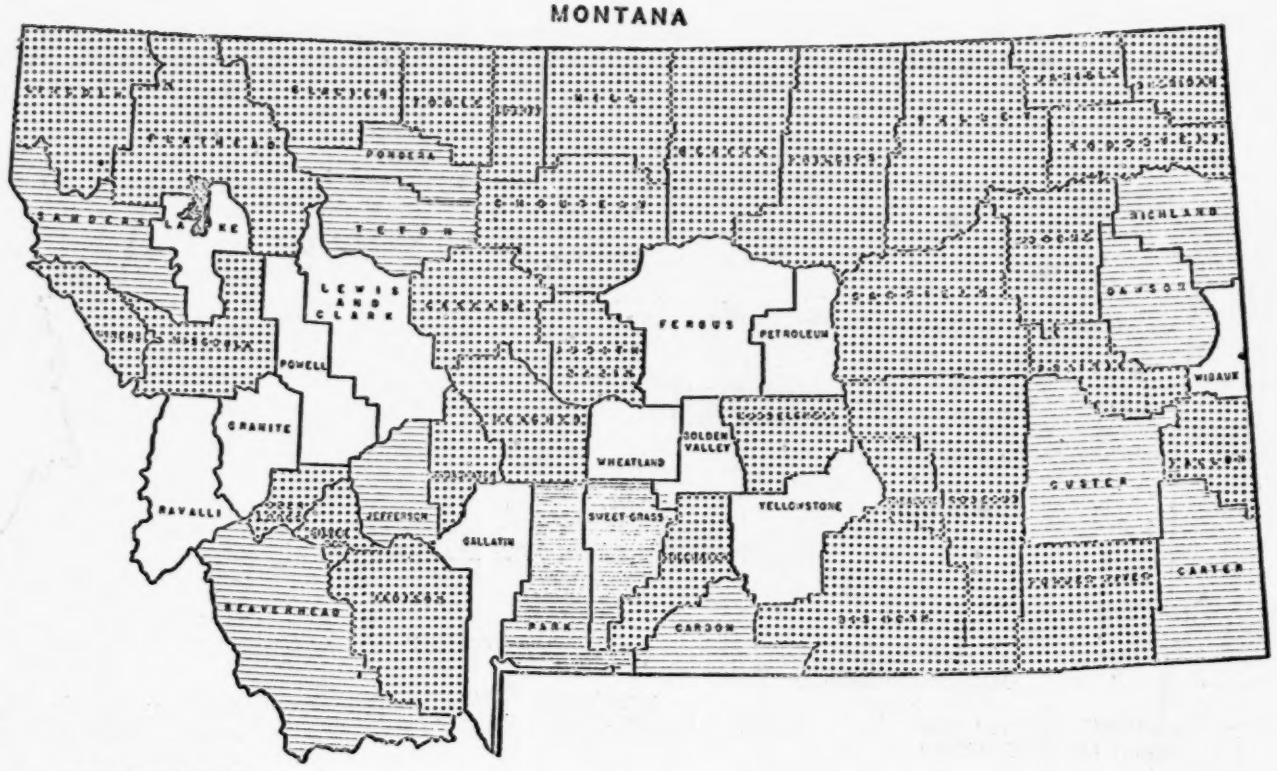
In the beginning of library service in Montana in a mountain town of Yaak, even a saloon, "The Dirty Shame, Jr.," served as a library for a day when it provided the only source of electricity for the bookmobile and closed down as a bar. People brought pot-luck, had films and music, and left loaded with books.

From my own knowledge, for I've traveled into every city and town in Montana having a newspaper, I have seen what the Library Services and Construction Act has done for our people. I have seen the hope in their faces. I have seen their change of attitude. Earlier they accepted the fact that only limited library service was possible because of our huge geographical area, scattered population and low taxable valuation. Through effective demonstrations, it is now recognized that good library service in each community can be a reality.



No. 1050 — County Outline Map
STATE PUBLISHING COMPANY
Helena
80 Pads - E - WY

MAP #1: Public Library Federations - 1970



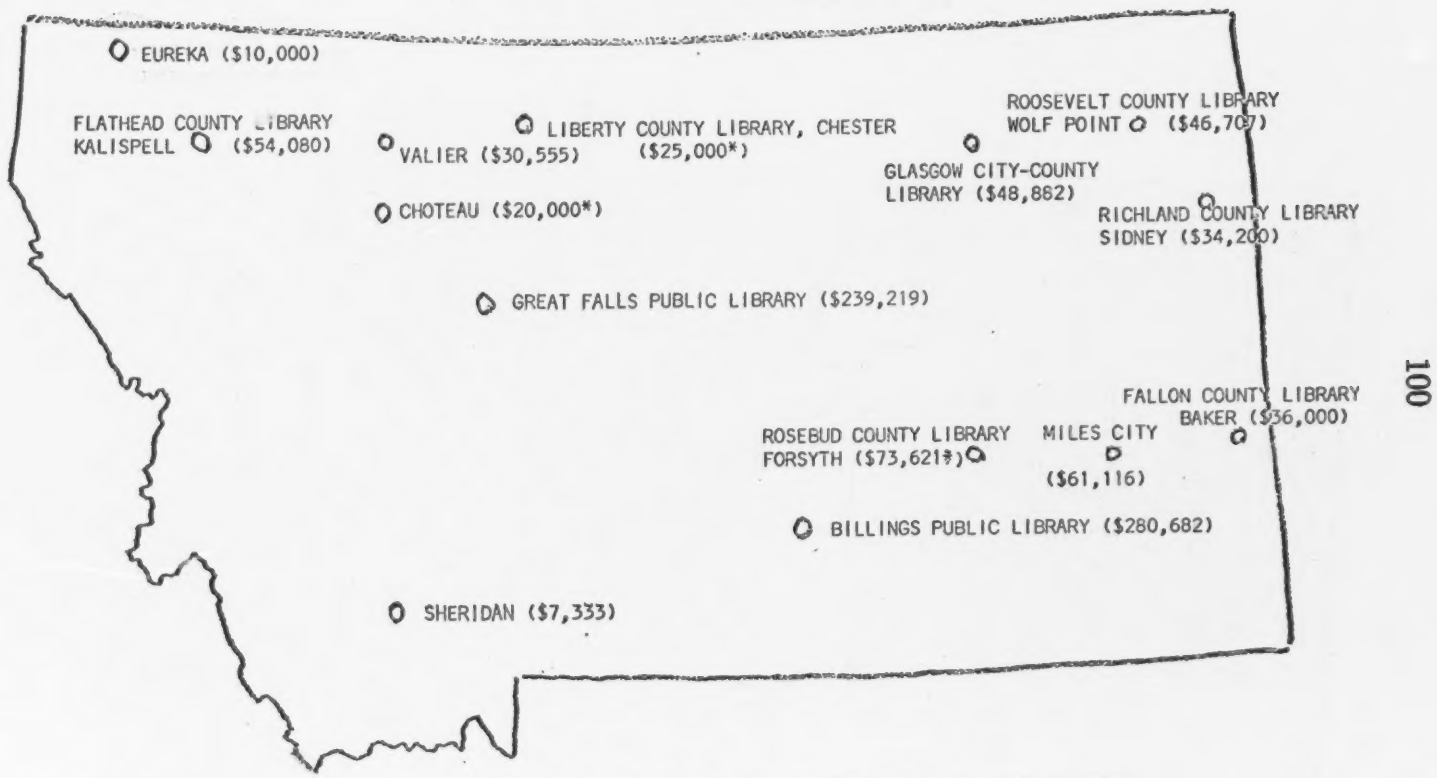
No. 1050 — County Outline Map
STATE PUBLISHING COMPANY
Helena
10 Pads - E - WY

MAP #2: COUNTY LIBRARY SERVICE

County libraries established prior to LSA

County libraries established as a result of LSA

MONTANA



MAP #3: PUBLIC LIBRARY BUILDINGS ERECTED OR REMODELED WITH ASSISTANCE FROM LSCA TITLE II FUNDS
(*== under construction August 1970; all other completed)

BIOGRAPHICAL DATA OF MRS. MARGARET WARDEN (MRS. ROBERT D.)

Present Position:

Chairman, Board of Trustees, Great Falls Public Library, Great Falls, Mont.

Library Activities:

Chairman, American Library Trustee Association (ALTA) Legislative Committee, 1968–69; Member, ALTA Trustee Award National Committee, 1964–65; Chairman, Pacific Northwest Library Association (PNLA) Legislative Committee, 1964; Member ALTA National Library Week Committee, 1965–66; Chairman, Montana Library Association Legislative Committee, 1961-present; Member, Historical Society of Montana; Member, Western History Association.

Civic Activities:

Member, President's Council of College of Great Falls, 1967-present; Co-chairman, National Security Seminar of Industrial College of Armed Forces Membership Committee, 1962; Citizenship Counsellor for Boy Scout Merit Badges, 1957–65; Member, Red Cross Board, 1954–60; Chairman, Blood Program for Cascade County, 1954–56; Chairman, Civil Defense for Schools, 1954–58; President, PTA, 1952–54; Member, Camp Fire Girls Board, 1952–55.

Honors:

Trustee of Year Citation, 1966, Montana Library Association.

Woman of Year, 1955, Great Falls Business and Professional Women's Club.

Kiwanis citation for Montana for most outstanding Red Cross Blood Program.

Mr. OLSEN. If I can interrupt. Chairman Perkins, I do have to run, but I want you to know again that this is the great outstanding leader in libraries in Montana. She represents the voice of myself and of all of the Democrats—and we are all Democrats in Montana—of the whole delegation. My near neighbor, Mr. Hansen of Idaho, will respect that. This is the best here that I have brought.

Mrs. WARDEN. Of course, libraries are nonpartisan.

Mr. OLSEN. I am not.

Mr. BRADEMAS. Thank you, Mr. Olsen.

Mr. Allain, we are very pleased to listen to you. As you can see from the clock, you will note we don't have much time. If you will summarize your statement, we will put the entire statement in the record.

STATEMENT OF ALEXANDER PETER ALLAIN, TRUSTEE, ST. MARY PARISH (COUNTY) LIBRARY, FRANKLIN, LA.

Mr. ALLAIN. I am Alex Allain, a Louisiana attorney, a library trustee, president of the St. Mary Parish Public Library Board, a member of the American Library Trustee Association, and a former member of its board of directors. From 1967 to 1969, I served as chairman of the Louisiana Library Development Committee, a standing committee of the Louisiana Library Association charged with planning programs for the development of all libraries and of library services throughout the State of Louisiana.

I am here today to speak in support of the proposed 5-year extension of the Library Services and Construction Act which expires June 30, 1971. Speaking from my experience as chairman of a State library development committee, I would say that at least a 5-year extension period is essential to provide adequate time in which to

formulate long-range plans to serve the library and information needs of the country. I also support the new priority programs to meet the needs of disadvantaged persons, in both urban and rural areas, for library services; for strengthening the capacity of State library administrative agencies for meeting the needs of all the people of the States; and for strengthening metropolitan public libraries which serve as national or regional resource centers.

I am speaking on behalf of the American Library Association and on behalf of thousands of board members responsible for the operations of State and local public libraries.

Basically, trustees have developed the philosophy that all libraries, that is, public, school, academic, special, and institutional libraries form the basis, the core, and the very heart of our educational process. Without these libraries, the educational process, formal and informal, as it is conceived today, would be greatly endangered. The quality of American education depends upon the quality of these libraries. Furthermore, the future of the United States, politically, socially, culturally, and economically depends primarily on the state of education. Education is an implicit requisite in the development of the ability to think, reason, and understand. Libraries are the most economic, the finest, and most practical device invented by man for education.

The question involved in Federal support in the form of the Library Services and Construction Act as seen by the trustees of the Nation is not whether libraries and education will survive, but rather whether these institutions will be of the caliber necessary to prepare the Nation for continued growth. This is the basic reason that I urge the extension of the act as generally proposed and full appropriation of the amounts authorized.

Hopefully, priority will be placed on special programs to meet the needs of disadvantaged persons in both rural and urban areas. This is of particular importance in this complex age, when basic reading ability and access to current information is vital to job security. Equality of man presupposes the right to equal treatment, but is meaningless unless man has access to equal knowledge. Yet this access is too often determined by circumstances over which he has no control. This priority, if it is authorized in the proposed legislation, would be an acknowledgment of these needs and hopefully the beginning of an attempt to fill them. We assume that these programs would include an attempt to solve the functional illiteracy which plagues both the disadvantaged and the advantaged, and makes dependent beings of otherwise intelligent men. I am pleased to say that our American Library Trustee Association this year adopted a resolution in support of the Nation's "Right to Read" program. With your permission, I would like to insert it in the record at this point.

(The document referred to follows:)

RESOLUTION ADOPTED BY THE BOARD OF DIRECTORS OF THE AMERICAN LIBRARY TRUSTEE ASSOCIATION AT THE ASSOCIATION'S MIDWINTER CONFERENCE, JANUARY 24, 1970

Whereas, education is one of the essential requirements for the maintenance of a free government by informed, thoughtful citizens; and

Whereas, education is impossible without the facility to read the printed word and comprehend its meaning; and

Whereas, modern, well-stocked, well-staffed libraries, accessible to all the population, are necessary in order to provide our citizens with a wide range of materials that will promote the enjoyment of reading, as well as meet their educational needs; and

Whereas, it has been reliably shown that too large a proportion of Americans do not read with facility and understanding: Now, therefore, be it

Resolved, That we, the members of the American Library Trustee Association, lend our full support and cooperation to the President's stated goal of assuring that every American will have the opportunity to learn to read with ease and enjoyment, and have access to a full range of reading materials to meet his need; and be it further

Resolved, That we do hereby endorse President Nixon's "Right to Read" program and urge that full funding of existing legislation in order adequately to support libraries, and additional necessary funds to assure the success of the "Right to Read" program, be provided by the Congress.

In connection with the title III program, interlibrary cooperation, I would like to point out that the various kinds and types of libraries of the Nation are independent from each other in terms of their governing bodies but they are interrelated in their information function. The weakness of one casts additional demands upon others. For example, a weakness in school libraries at the elementary, secondary or even college level, forces students to use the public libraries excessively, thus straining resources. For this reason, I urge that special attention continue to be focused on strengthening cooperative programs among the various types of libraries as a separate program, as currently authorized under title III (interlibrary cooperation) rather than consolidating these activities with the other LSCA programs as proposed by H.R. 16365.

However, to stimulate greater cooperative effort, I recommend 100 percent Federal funding of these projects, eliminating the 50 percent matching now required, for two reasons: First, to avoid the time-consuming procedures and redtape involved in trying to arrive at equitable cost-sharing formulas and in mixing the funds of the various types of libraries involved. Second, and even more important, to overcome the financial barriers to cooperative participation by poor libraries in economically depressed areas, unable to raise the required matching funds.

As you know, only a very limited amount of money has been appropriated to carry on title III programs. In my own State of Louisiana, we are making progress but much more needs to be accomplished in terms of providing adequate library service to all our citizens.

The services of a librarian-management consultant on planning and establishing a processing center at the State library was funded under this title, as was the operation of a TWX communications system connecting 12 academic, eight public and three special libraries with the State library's reference department. A statewide survey of library resources was begun in this year, a project considered basic and essential to the implementation of the State plan for seven (tentative) regional library systems connecting all types of libraries. Title III funds were earmarked for preparing for a demonstration of one regional (multiparish) library system including all types of libraries. In cooperation with the office of the Secretary of State, a cards-with-documents program was initiated which made funds available to the recorder of State documents for the purchase of Library of Congress cards which will be distributed to selected academic, public, and special libraries.

Finally, I urge that Federal money spent for education as well as libraries, which are a part of the educational process should not be viewed as an expense, but rather as an investment in the future of America.

A dramatic example of the benefits derived from the Federal investment in LSCA programs can be cited in Louisiana's title IV–A program which, among other things, provides library service to correctional institutions. Following the establishment of this specialized State library service, officials in both the State department of corrections and the individual institutions recognized immediately the value of the library in the rehabilitation process and entered into a joint financing agreement with the State library. Since State funds are not presently available, the officials and the inmates themselves have approved the use of the inmates' welfare fund for the projects. The books and other library materials for each project are carefully selected to meet the needs of the residents and to correlate with the education, rehabilitation, and recreation programs of the institutions. The current issue of the Louisiana Library Association Bulletin carries a brief account of this highly successful program, which I would like to submit for the record. We have now six projects going. We have 28 projects left to complete in Louisiana of this nature. We certainly hope that money will be forthcoming for these.

In conclusion, I urge passage of amendments to the Library Services and Construction Act which will: (1) extend the Library Services and Construction Act for at least 5 years; (2) include a provision for strengthening metropolitan public libraries and indeed any library, whether it is a metropolitan library or not, which serve as national or regional resource centers; (3) recognize as a new priority, programs designed to meet the needs of disadvantaged persons, in both urban and rural areas for library services; and (4) provide funds for strengthening the capacity of State library administrative agencies for meeting the needs of all the people of the State.

I also urge that Congress fully fund all appropriations authorized.

Thank you for the privilege of appearing before you today.

(The attachments accompanying the statement follow:)

[Louisiana Library Association Bulletin, Winter 1970]

INSIDE LOUISIANA'S CORRECTIONAL INSTITUTION LIBRARIES

INTRODUCTION

(By Vivian Cazayoux, Associate State Librarian and Formerly Library Consultant for Institutional Service)

With the addition of Title IV–A to the Library Services and Construction Act in 1967, the Louisiana State Library was able to begin to fulfill its responsibility to provide library service to the health, welfare and correctional institutions maintained by the State of Louisiana. Enacted as a legal function in 1946, and long recognized as a moral obligation, this service was not implemented previously because of a shortage of personnel and funds.

Today, two and one-half years since the passage of the title, library service has been inaugurated at all three of the adult correctional institutions in Louisiana: State Penitentiary, Angola—April, 1968; Correctional and Industrial School, DeQuincy—February, 1969; and Women's Penitentiary, St. Gabriel—July, 1969.

Officials in both the State Department of Corrections and the individual institutions recognized immediately the value of the library in the rehabilitation process and entered into a joint financing agreement with the State Library. Since state funds are not presently available, the officials and the inmates themselves have approved the use of the Inmates' Welfare Fund for the projects.

Following the plan found to be successful in the parish demonstration libraries, the State Library is administering these libraries as pilot programs for two years. At the end of that time the Department of Corrections will assume the responsibility for full financing and administration, with the State Library giving advice and assistance on a continuing basis.

The books and other library materials for each project are carefully selected to meet the needs of the residents and to correlate with the education, rehabilitation and recreation programs of the institutions. The wide range of reading interests as well as reading levels are given special attention. There is a good selection of paperbacks and current magazines on a wide variety of subjects. The paperbacks, available on a "Borrow one, Return one" basis, are especially popular.

The initial success of the program can be attributed in large measure to the enthusiasm and real dedication of the librarians. They have shown an interest and concern for the welfare of these men and women, who somehow have gone wrong, and a desire to help the inmates use the library to improve their lives.

Though the libraries are similar, each has been adapted to the institution and the inmates served. Each librarian has been asked to describe some of the unique features of his program.

LCIS LIBRARY

(By Robert Ivy, Librarian, Louisiana Correctional and Industrial School)

The response and enthusiasm to the library and its service since it opened its doors to some 470 trainees has been gratifying. In the words of one trainee "When you enter, it's like being in a free world. There's an atmosphere of tranquility."

After browsing for a while, another young man noted, "The advantages are great! You can get just about all the education you want!"

Two Great Books discussion groups with approximately 12 trainees in each section have been active for 7 months. Each group meets twice monthly for 2 hours. The purpose of the program is to provide the trainees with a life-long program of liberal self-education through reading and discussion. The program is designed to teach members to think constructively and express themselves.

The library also sponsors monthly film discussion sessions in which some 20 to 25 trainees participate. A trainee "leader" chairs discussions following the viewing of a film or films selected by a committee made up of trainees.

Trainees state that they have become more observant and aware since participating in the film and book discussion groups. They feel that these two new educational and rehabilitative methods have given them the opportunity to express themselves freely and the opportunity to "disagree agreeably."

Other activities include a library orientation program on an individual basis for new trainees, recommended reading lists, tours and a reading program in which State Library reading certificates are awarded. Fifteen trainees were presented reading certificates in an impressive presentation ceremony held in the library during National Book Week.

Three trainees assist in operating the library, each having a specific job assignment such as maintaining the circulation desk, shelving books, checking in periodicals and newspapers and assisting in interlibrary loan service. There is also opportunity to work together in carrying out some duties.

The carpeted and airconditioned library is furnished with shelving, tables, desks, office and work room counters made in the carpentry shops at LCIS. The trainees, in contributing their own special talents in the planning of the library, felt that they were a part of it long before its doors were officially opened.

The library program is actively stimulating interest and concern on the part of both staff members and trainees. One of the trainees summed up the two-year demonstration program this way: "A library is like the value of a dollar. You have to learn the value of a dollar before you can make it work for you. Well, the same thing applies to the library. After you learn what it has to offer, you can begin to gain from it."

READING AT ANGOLA

(By Jim Johnson, Librarian, Louisiana State Penitentiary)

After more than one and one-half years of service, the library at the Louisiana State Penitentiary can now begin to answer the question of whether the service was necessary. Based upon the circulation statistics for the period April 1968 to October 1969, the service was indeed long overdue. A total of 45,969 books were circulated during this period.

Prison records throughout the country reveal a number of case histories when men have educated themselves in prison. Self-education is possible at Angola, too, because of the amount of time available for reading. After working hours, the men are free to pursue whatever leisure time activity they enjoy, within the scope of the institution's rules. Reading occupies a good portion of this time for many inmates. After the evening meal, it is either television or books. Thus it can be seen that enough time is available to begin a reading habit, which hopefully will continue in post-institutional life.

At the Louisiana State Penitentiary, fiction accounts for approximately 35 percent of all books circulated. Since Angola is a "closed" society, the popular authors maintain their popularity long after it has waned on the outside. Particular books are in demand long after they have ceased to be popular "on the streets" (inmates terminology meaning the free world), because the prison market cannot be saturated by paperbacks and movies.

Popular areas of fiction are ones with lots of action: mysteries, science fiction, western and historical fiction by authors such as Zane Grey, Jack Schaffer, Isaac Asimov, Andre Norton, Ian Fleming, Earl Stanley Gardner and Frank Yerby.

In addition to being male-oriented, these works are very easy to read, permitting the less-than-adequately prepared reader to enjoy them. Prisons are notorious for having a large percentage of their populations illiterate or nearly so, and Angola is no exception.

Adventure and excitement are very important in nonfiction reading at Angola. History, especially when it concerns World War II, is exceedingly popular. Because of the numerous motion pictures and television shows about World War II, the men bring a large amount of knowledge to their reading. Inmates are interested in adventurous wartime activities about frogmen, pilots and paratroopers. This type of reading allows the reader a release from the everyday tensions of prison life.

American history has not been as popular as general world history, all through the Civil War and the expansion of the westward territories have captured the fascination of many.

Many library patrons are armchair travelers and can tell you all about Picadilly or the Kremlin without ever having been farther than their public library. This is also true of Angola patrons. Latin America is a popular area of reading. Interest in the TIME-LIFE series is high.

Since the penitentiary's population is entirely male, it is understandable that books about sports are favored by many and include both how-to-books and books about particular teams, heroes and general sports.

Sports serve as an excellent leisure time activity, allowing men to enjoy themselves while keeping physically fit. Angola has a wider-ranging recreational schedule, and the library's books on sports complement this program.

Art is another means of recreational expression at Angola where many artists use the library's art collection.

Games, such as chess and bridge, are also popular, and clubs have been organized to play these games. Again the library's collection aids the players in their strategy.

Sociologically speaking, a prison can be called an artificial society with its inhabitants coming from various subcultures. Many of the men are aware of certain social shortcomings, and for this reason the social sciences are read rather extensively.

Negro history holds a commanding lead in circulation within the social sciences. The prison community at Angola is approximately 60 per cent Negro, and the Negro inmate, just as his brother on the outside, is feeling the same pains of a social awakening; therefore, there is constant demand for books which relate to the Negro.

The inmate is practically cut off from society, and he must have something to make him realize that the end of the world is not at hand. The suffering of the inmates is slight compared to that which some of history's famous, and sometimes tragic, figures have endured. By reading biographies of some of these men, the inmate can gain the knowledge that he has not sunk to the nadir of existence, that there is still something to be realized from life.

Poetry seems to hold a wide fascination among the inmate population. Anthologies containing the works of many poets, rather than those of one particular bard, are especially appealing. The greatest use is made in volumes on love poetry, possibly indicating the insecurity of the men. Some of these poems find their way into the letters which the men write home to their loved ones.

Popularized accounts of the pure sciences, particularly those of Isaac Asimov, have been popular. Biology and its allied sciences have been read more than any others, with mathematics following a close second.

The applied sciences are well represented in the library by books on automobile mechanics, carpentry, welding and electronics. All of these subjects are taught at the vocational school at Angola.

Alcoholism and narcotic addiction are two illnesses which frequently send men to prison. In an effort to better understand their problems, the alcoholics and the addicts have formed organizations to discuss ways of combating their problems. They read extensively and view films in an effort to better understand what it is all about.

Psychology is a field which interests many inmates. They are constantly trying to understand what makes them tick and have discovered that the library is the place to begin exploration.

The writings of Billy Graham and Norman Vincent Peale comprise the bulk of religious reading. Stories from the Bible and popularizations of the life of Christ and of His disciples are also valuable. The more philosophic theological tracts are not read as much.

The requests are as varied as the backgrounds of the men, making selection of materials a challenging experience.

A NEW LIBRARY AT THE WOMEN'S PENITENTIARY

(By Lois le Blanc, Librarian, Women's Penitentiary at St. Gabriel)

A bright yellow bookmobile filled with new books is a popular place at the Women's Penitentiary at St. Gabriel. During library hours, many women can be seen on their way to the used bookmobile which was renovated and installed to house the library because of limited physical facilities at the prison. The unit is secured on concrete supports. The motor and driving controls were removed, and storage cabinets, a card catalog, magazine display shelves and a dictionary shelf were built. Colorful curtains of gold and yellow, a carpet of gold and red, and new paneling make the library cheerful and comfortable. An air-conditioning and heating unit was installed in the rear window.

A metal canopy attached to the "immobile bookmobile" covers the area between the library and the building housing the prison's ceramics shop, garment factory, classrooms and dining hall. A sidewalk was recently built here. A folding table and bright canvas chairs provide reading and browsing space. Here the women read the latest newspapers from Baton Rouge, New Orleans and Shreveport, and pore over magazines. The buildings at the prison are light green so the sunshiny yellow library and the colorful canopy and chairs provide a bright spot on the prison landscape.

The majority of the women at St. Gabriel are Negroes, and most of them are under 35 years of age. The average educational level is eighth grade. These women have a wide range of interests and come to the library for facts and information on a variety of subjects.

One group meets to discuss and study ontology (the science of being), and the library fills requests for information for them. There is usually a special Christmas program staged by the women. Several came to the library to get material to plan this event. Ideas for inexpensive Christmas gifts were supplied from the library's collection to readers interested in making small gifts and items to sell.

Many readers want books on religion and the Bible. One woman reads all she can find about Che Guevara. Another is interested in Louisiana history and especially in the folklore of the state.

One woman looked through the library copy of *Good Reading* and launched her own planned reading program. Her selections include Kierkegaard, Nietzsche, Martin Buber, Shakespeare, Francis Bacon and many others.

Witchcraft is a popular subject with many readers. They have enjoyed Petry's *Tituba of Salem Village* and Tallant's *Voodoo in New Orleans* and are always requesting more on this subject.

Many of the women studying for high school diplomas read to supplement their textbooks. Vocational information is available on a variety of occupations. Books on beauty culture are most in demand. Materials on drugs and alcoholism are provided to support rehabilitative programs. Many books on crafts, needlework and art are in the collection. The books on ceramics are popular with the women who work in the prison's ceramics shop.

The most generally asked for items are books by and about Negroes. The library provides personal experiences of Negroes, Negro history, commentaries on current social changes and ideas about the future of the Negro. Martin Luther King, Jr., Langston Hughes, and Lerone Bennett are popular authors at St. Gabriel.

Other subjects in demand are philosophy, psychology, jazz, poetry and written experiences of other prison inmates, especially Bill Sands' *The Seventh Step* and *My Shadow Ran Fast.*

Special requests for books and information from the State Library have included the following: yoga, ontology, Hinduism, famous opera houses, Chinese paperfolding, how to stop smoking, and hotel and restaurant management.

The library is open Monday through Thursday from 4 p.m. until dark when the women must return to the dormitories. Saturday hours are 2 to 5 p.m. Mrs. Frances Peltier, library assistant, is in the library for most of these hours. She is very enthusiastic about library work and has a good knowledge of books, although she has no formal library education. She is sincerely interested in people and her relationship with the women at St. Gabriel is a major factor in the success of the library there. Mrs. Peltier has become a good friend to many of the women and many times when one is leaving the prison, she will come by to tell Mrs. Peltier good bye. At these times one hears comments about how much the library has meant to an inmate. One person said that reading library books had made her time at St. Gabriel seem shorter and more pleasant. Several have said they would keep up the reading they started in prison by becoming library patrons in places where they will be living. One girl, who had been paroled the day before, came to tell Mrs. Peltier good bye and said she had told the parole board and Colonel Sowers, head of the Department of Corrections, that the library at St. Gabriel has been "the best thing that ever happened to me."

The library has received the full support and cooperation of the prison staff. Matrons and other personnel often stop in to borrow books. Loss of books and damage to them has been very slight. Overdue books are usually easily recovered by posting notices in the dining hall. One reader has become the library "scout"; she tracks down borrowers of overdue books.

Plans for the future include the development of a record collection and the organization of a regular film forum.

That the readers are appreciative of this new library is apparent from this quote by an inmate in the prison newspaper: "A small library just opening up might not seem like much to the rest of Louisiana, but it is something that we have never had here, and because of this, we appreciate it much more than most people would a great new building filled with all imaginable books."

Biographical Data of Alexander P. Allain

Present Position:

Attorney at Law, in active private practice, P. O. Box 329, Jeanerette, Louisiana, and Member, St. Mary Parish Library Board of Trustees, 1953 to date.

Previous Experience:

Career has been as an attorney in private practice. However, see Library Activities, Professional Activities and Military Service, below.

Professional Activities:

Junior Member of Legislative Committee, Louisiana State Law Institute; Member, Iberia Parish Bar Association; Member State Bar Association; Assistant Examiner, Bar Admissions, Louisiana State Bar Association (by appointment of the Supreme Court of the State of Louisiana).

Library Activities:

Vice Chairman and Chairman, Louisiana Library Trustee Section, 1963–65; Council of Louisiana Library Trustees, 1963; Member, Legislative Committee, and Chairman, Intellectual Freedom Committee, Louisiana Library Association, 1965—; Chairman, American Library Trustee Association Library Freedom Committee, 1963–65; Louisiana Library Development Steering Committee, 1965; Chairman, Louisiana Library Development Committee, 1967–69; ALTA Board, 1967–68; ALA Intellectual Freedom Committee, 1966–71; National Board of National Book Committee, 1968–69; Louisiana Library Modisette Award for Trustees, 1965; American Library Association Trustee Award, 1969; President and Chairman of the Board, Freedom to Read Foundation, 1969–70.

Civic Activities:

Scouting—Institutional Rep., K. of C. Council 1425, Troop 16; Member, Executive Board of Evangeline Area Council; Member, Bishops Diocesan Lay Committee on Scouting.

Chamber of Commerce—President, Jeanerette Chamber of Commerce, 1950–52; Member, Board of Directors, Jeanerette C. of C., 1952–58; Outstanding Citizen's Award, 1956.

Knights of Columbus—numerous offices and chairmanships, including Grand Knight of Council 1425, 1938 to date.

Rotary—1946–50.

Publications:

"Trustees and Censorship" in *The Library Trustee: A Practical Guidebook;* Virginia G. Young, *ed.* (New York, 1964).

"The Trustee and Censorship" in *The Library Trustee: A Practical Guidebook;* co-authored with Ervin Gaines; Virginia G. Young, *ed.* (New York, 1969).

"Public Library Governing Bodies and Intellectual Freedom" in *Library Trends,* July 1970.

Education:

Loyola University, New Orleans, A.B.; Loyola Law School, LL.D., 1942; Retroactive Juris Doctor, 1968.

Military Service:

U.S. Naval Reserve, 1943–46 (full lieutenant); inactive reserve, 1946–61; retired reserve, 1961–.

Mr. BRADEMAS. Thank you very much, Mr. Allain.

Mr. Chairman?

Mr. PERKINS. I just want to compliment both the distinguished lady, Mrs. Warden, and the distinguished gentlemen from Franklin, La., for an outstanding statement.

The committee will, I am sure, under the able leadership of John Brademas, waste no time in reporting the bill. We will try to follow your suggestions as closely as possible and get the legislation enacted before Congress adjourns.

Mr. BRADEMAS. Thank you, Mr. Chairman.

Mr. Steiger?

Mr. STEIGER. I have no questions.

Mr. BRADEMAS. Mr. Hansen?

Mr. HANSEN. Thank you, Mr. Chairman.

I do not have any questions to pose at this time, but I would like to join the chairman of our full committee and our subcommittee chairman in expressing our appreciation to both of you.

I want to observe particularly how grateful at least I am to Mrs. Warden for underscoring some of the problems that we encounter in sparsely populated States, particularly in the Mountain States in Western United States, in trying to develop and maintain adequate library services. I think perhaps we make up for some of the disadvantages we suffer in the dedication of some of our librarians and our trustees. With limited budgets and large areas and many other obstacles, they seem to be able to accomplish miracles in many cases in providing the services that are available to the people in some of these remote communities where the need is very great.

It was a pleasure to have our distinguished colleague, Congressman Olsen, here earlier to present our witness. I would only observe that perhaps for the first time since I have known our colleague in his laudatory comments about our distinguished witness he is probably guilty of understatement.

Mr. BRADEMAS. Thank you very much.

The Chair might just ask a question of both of you so that he understands your posture accurately on the principal issue that seems to be involved in the measure that we have been discussing, and that is on the question of consolidation of several programs and two varying kinds of consolidation represented by the bill H.R. 16365 and the bill that is reported by the Senate Labor and Public Welfare Committee.

Mrs. Warden and Mr. Allain.

Mrs. WARDEN. I would like to say that I am all for the proposed three titles. One, we need the services. Also, I think that title IV–A and IV–B could very adequately be in title I. Construction as a separate title is vital because, as I have said before, we have to maintain some sort of building in five federated areas of Montana to physically house libraries. When you consider the number of miles the bookmobiles travel, you at least have to have a stopping station so that people can come at other times to get the books.

Title III, interlibrary cooperation, is a most vital program. In Montana we have revised all of our library laws. They are up to date for the first time since 1915. This, too, is a tribute to the Library Services and Construction Act. We are just getting to the point where we are trying to make available to every library the resources of our historical library. Our University and State University libraries, and any other special libraries in the State. This costs money. I think that if we had to have competition for the tax dollar, that maybe some of these programs would have to suffer, because we have to provide service primarily.

Mr. ALLAIN. Mr. Chairman, may I support this and say that I think that the proposed alignment of the titles in the Senate bill, for the reasons that Mrs. Warden has given and also the other witnesses, is certainly the best.

I would also like to point out that as I understand it, this would mean one basic State plan and one long-range plan the first year and thereafter three annual programs which would be required—minimizing the plans which we now have, which I believe are five. So, we would be approaching a fair reduction of the workload which I think the administration wants to do.

Mr. STEIGER. Will the chairman yield?

Mr. BRADEMAS. Yes, of course.

Mr. STEIGER. I have read your statement. Would you be willing to perhaps more adequately explain the problem of the consolidation of all of the titles, including the construction title and title II? I am interested in the reason you think it ought to be kept as a separate title.

Are you worried that the State will not adequately take care of the construction needs and put more emphasis on the purchase of books or interlibrary cooperation?

Mr. ALLAIN. If I may answer this as a trustee and from the standpoint of one who has some knowledge of practical politics in the State, I see a difference between construction, which is physical, and the services, which are more personal, related to people.

I further believe that as a trustee concerned with not only the services to the people, because this is our prime concern, but with a definite concern for the administrators that the pressure brought by competition between the varying types of individuals, for instance, the services to the blind, the handicapped, the disadvantaged, if these programs are not spelled out in the specific titles, our administrators will begin to have many more problems than they would have in even submitting the five types of reports and plans they have to submit now.

From the very practical standpoint, I would say that I think consolidation can work, but I do not see the reason to build up this kind of pressure within the States competing for these funds, as I am certain would happen.

Mr. STEIGER. Aren't you in essence, however, saying that you are fearful that the pressures are so great that you are willing to make a trade-off having less available for construction within your State than you would if it were on a consolidated basis and one could make the judgment as to what was needed in each State by that State rather than attempting to set up a category which means that you can, in effect, end up with far less than you would otherwise?

Mr. ALLAIN. Mr. Steiger, I understand the question, and I think I can only answer it this way. If we were at a point in development in our State as a result of the Library Services and Construction Act which gave us full development of all of the plans that we have, that would be one thing. But I believe I am correct in saying that the plan was started in 1956 for rural and then later in several years we added programs which brought in urban. Then we started in 1964 with library construction: in 1967 with interlibrary cooperation. None of these plans has been filled.

There is merit, of course, in being able to switch funds, in my opinion, from one plan to another if the funds are in the State and are not usable, and Congress could consider this. On the other hand, I believe that having specific titles and specific authorization gives our administrators greater assurances as to how they are going to administer these plans and at least what is available.

Up to this point, as a trustee and having consulted not only my own State library, but others, I think this is a better plan.

Mrs. WARDEN. May I add one small thing to this? We seek to be able to get construction money on the local level or in the area level. We have one library in Choteau, Mont., that I think I have written

to several of the Congressmen about under the last funding. Twenty thousand dollars of Federal money, coupled with $20,000 raised by individual donations in that community provided a fabulous library and community center for Choteau.

Now, if this title II money had not been available under construction, this would not have happened. Sure, they need services, but they also needed that building desperately. They needed it for moral purposes. I can go right down the line: at Valier, Mont., they pledged $26,000. They got a matching grant of $26,000. Consequently, they have a jewel of a library.

I think with construction separate and apart from service, it stimulates more matching on a local level. I know in Montana that we are getting much more from the State legislature because we can show them what is being done not only in construction but in title I and titlel III as well as the handicapped and service to the blind and to the institutions.

Mr. BRADEMAS. Thank you very much.

Mr. ALLAIN. Mr. Chairman, may I express to your committee our appreciation from the trustees of the Nation for the courtesy which this Congress has given and also for the wonderful boost and support in morale which it has given in considering these acts. May it always remain bipartisan.

Mr. BRADEMAS. Thank you very much.

Before the subcommittee adjourns, the Chair wants to take a moment to express his own appreciation, and I am sure of all members of the subcommittee on both sides of the aisle, to Miss Germaine Krettek, who has been such a valuable and articulate and effective champion of the needs of libraries in the United States. We express our appreciation to Miss Krettek and the American Library Association for their contribution.

The subcommittee is adjourned.

(Whereupon, at 12 o'clock noon, the subcommittee adjourned.)

(The following letter and statement were submitted for the record:)

SOUTH BEND LIBRARY,
South Bend, Ind., September 1, 1970.

Hon. JOHN BRADEMAS,
Member of Congress,
Rayburn Office Building,
Washington, D.C.

DEAR JOHN: While I was vacationing on Cape Cod, Massachusetts last month, the ALA Washington office called me to ask me to attend and testify at a hearing of your Education Committee on extension of the Library Services and Construction Act, on September 10th.

I was speaking from a pay phone in a beach parking lot of the Cape Code National Seashore. Although I didn't have my appointment book with me, I did recall I had a meeting at the State Library in Indianapolis toward the end of the week, so I had to decline the invitation to participate. Also, we are having our first annual institute for our Library staff on September 9.

I do hope the LSCA Act is extended because our Library is looking forward to construction of a new northeast branch library to serve southeast Clay Township and that area of South Bend which has been served many years by bookmobile stops. We hope our plan will be approved for 45% federal funds by the Indiana State Library and Historical Board, but have submitted no formal application because we do not yet have a site much less architect's drawings for the proposed branch library. We may have these underway in 1971.

I regret that I was unable to accept the invitation to attend your hearing and I hope a good delegation of colleagues will present strong testimony on behalf of the LSCA Act.

Sincerely yours,

ROGER B. FRANCIS, *Director.*

STATEMENT OF JOHN A. HUMPHRY, ASSISTANT COMMISSIONER FOR LIBRARIES, NEW YORK STATE EDUCATION DEPARTMENT

My name is John A. Humphry, Assistant Commissioner for Libraries, New York State Education Department. I am writing on behalf of the Association of Research Libraries, the principal organization of university and research libraries in this country, to express support for a five year extension of the Library Services and Construction Act, the major federal legislation in support of public library service. May I ask that this statement become a part of the official record.

While the membership of the Association of Research Libraries is made up primarily of academic libraries, there are also some major public libraries and one state (New York) library among its members. The Library Services and Construction Act has been of substantial assistance in improving public library service throughout the United States. During the early years of federal support of libraries through this and other library legislation, emphasis was placed on developing quality programs of service that would better meet the book and information needs of various publics. In later years, however, much greater emphasis has been placed on effective cooperation among all types of libraries with impetus given by Title III of this Act under consideration. Users may need the services and resources of school, public, college, university, state and even special libraries to satisfy their ever-increasing demands. Thus major support of one aspect of library effort results in an overall improvement in service. Title III, Library Cooperation, of the Library Services and Construction Act is so significant in present-day library development that I should like to recommend that it be retained as an identifiable program within the Act and that realistic funding be authorized for it. It is essential to continue to encourage cooperative coordinated library programs.

We in the New York State Library are particularly interested in interlibrary cooperation, and I should like to describe one of the exemplary programs. It is known as the New York State Interlibrary Loan program, commonly referred to as NYSILL. As many of you know, interlibrary loan has been a fact of library life for nearly 100 years. Libraries have a long record of being willing to share resources, especially those of a research nature, for the serious user. In New York State, the interlibrary loan program has been coordinated by the New York State Library. By 1969, the total volume of interlibrary loan requests throughout the State was estimated at approximately 675,000 requests, of which approximately 80% were filled. Thus, one can readily see the activity generated by students, members of the general public, scholars, business, industry, government and others who need books and information.

In 1964, a new configuration and dimension was added to this program, whereby the New York State Library became the center and focal point for a sophisticated exchange of books of particular value in research. Since the New York State Library is especially strong, with a collection in excess of one million volumes, an additional 3 million pamphlets, maps, films, recordings and other media, it supplies more than half of all the requests that come to it from individual libraries via the public library systems and the reference and research library resources systems. Not content to rest on these laurels, the State Library has entered into contract with 12 additional libraries to improve the New York State record in meeting requests for materials. Three area libraries are searched if the requests cannot be met at the State Library. These 3 libraries are the Brooklyn Public Libary, the Rochester Public Library and the Buffalo and Erie County Public Library. After clearance with these 3 strong general collections, contracts exist with 9 subject research libraries, such as those at Cornell University, New York University, the Libraries of the New York Academy of Medicine, American Museum of Natural History, Engineering Societies, the Union Theological Seminary, and the Research Libraries of The New York Public Library which comprise the second echelon of the referral process. More than 100,000 requests now clear through the network on an annual basis and more than half are met by the New York State Library. An additional

30% are met by the contracting libraries. This type of activity lends itself naturally for funding under Title III of the Library Services and Construction Act. It represents large public libraries, small and medium sized public libraries, college, university, research and special libraries working together to serve the serious research needs of many segments of our population.

This successful operation will lead us into further cooperative projects. One of these is a research library collection improvement fund to support these strong contracting libraries and further improve their collections. In addition, this effort can guide us in developing joint acquisitions programs among research libraries. Most of the requests for materials on interlibrary loan originate in public libraries or the public library systems.

More than 90% of such requests sent to the New York State Library are received via teletype or some other method of rapid communication. At the present time, plans are being developed to computerize our system so that the all-important factor of speed can be improved and that searching the various contracting libraries can be done more rapidly. That is, the computer can help us determine the most effective sequence of search based on load per library and strength of collection. New York State has been a leader in applying the system concept to its library programs and, therefore, has a network of libraries in existence which serve to expedite and enhance the concept of interlibrary cooperation.

The Association of Research Libraries urges the Committee to continue to support the Library Services and Construction Act and to grant funds for Title III that will encourage coordinated rather than competitive programs of library service.

THE LIBRARIAN OF CONGRESS,
Washington, D.C., September 8, 1970.

DEAR MR. BRADEMAS: It is my understanding that your Subcommittee has under consideration bills to amend and extend the Library Services and Construction Act.

This legislation has had an impact on the majority of this country's citizens. As a result of funds provided under Title-II of the Library Services and Construction Act, communities in every State have been able to replace outmoded libraries—many of them originally funded by Andrew Carnegie—with up-to-date, attractive, and functional structures. Title-I has enabled these libraries to provide the library services so necessary in our confused, complicated society. Not only have bookmobiles become a regular part of the scene in rural communities, but bookmobiles have been able to bring library services to those individuals living in crowded urban areas. Because of the impetus given by this legislation, store-front libraries, properly staffed and stocked, are bringing books and other library materials to the disadvantaged, who for the first time have an understanding of what a public library is and what horizons it can open.

I do not believe that we would have advanced as far as we have in providing free library services if it had not been for the passage of the Library Services and Construction Act. State legislatures and city councils have increased the budgets for libraries because of the matching provision of this Act. Certainly this was the intent of Congress in approving this legislation. Because of the increase in funds, public libraries have been able to reach citizens in the community and to educate them as to the services they can offer and the advantages of making use of free library service. Innovative library programs tailored to the needs of the community have resulted to the advantage of the entire populace.

Under funds provided by Title-III of the Act, a more effective use of total library resources has resulted. Because of the increasing amount of literature available as well as the eclectic needs of the community, no library, be it special, public, or academic, can claim to have all of the resources its clientele needs. The establishment of cooperative networks of libraries has not only improved services, but has provided for a more effective and economical use of the financial resources available to libraries. In addition, these networks have contributed to the ultimate goal of a national information network.

As you know, the Library of Congress administers the national books-for-the-blind and physically handicapped program. Originally, this program was designed for blind readers only, but in 1965 it was extended to include all the

handicapped who could not read a conventional book. This influx of new blind and physically handicapped readers has exceeded our original expectations. In fact, the number of readers has doubled during this period.

The Library of Congress provides the talking books and books in braille to 47 regional libraries who in turn service the handicapped readers in their areas. Sixteen new regional libraries have been established as a result of the stimulation provided by funding under Title-IV-B of the Library Services and Construction Act. Without these additional regional libraries, service of books to this specialized population would have been seriously hampered during these years of expansion to include the physically handicapped.

No librarian would say that State institutional library service is adequate but funds provided under Title-IV-A of the Act have at least provided additional incentive to librarians to improve these services. Much remains to be done and I would hope that money appropriated under this Act would continue to be used for institutional library service.

I know that the bills before you provide for consolidation in varying degrees of the Titles in this Act. I would hope that your Subcommittee, in reporting a bill, would provide the safeguard that an amount not less than the amount expended by the States from such sources for State institutional library services and library services to the physically handicapped during fiscal year 1971 be expended.

I urge that Congress approve this most important legislation.

Sincerely yours,

L. QUINCY MUMFORD, *Librarian of Congress.*

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